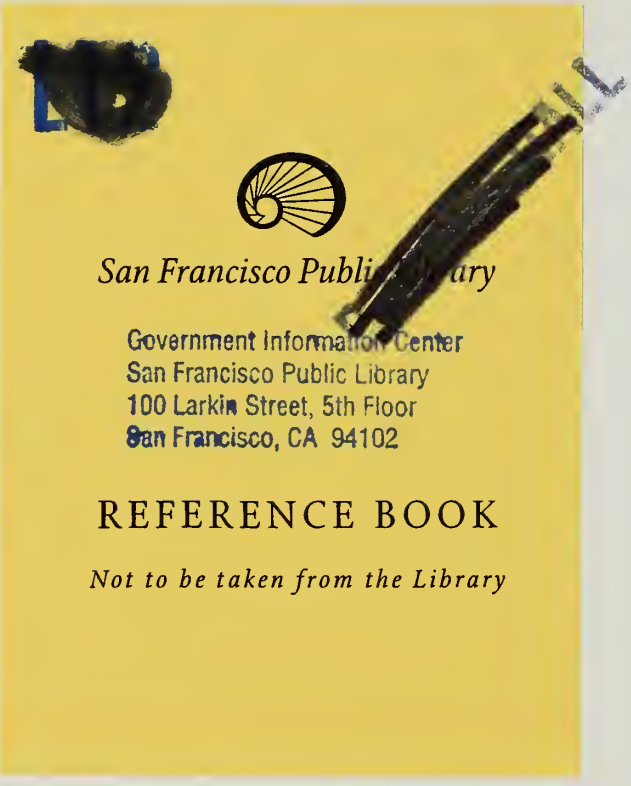
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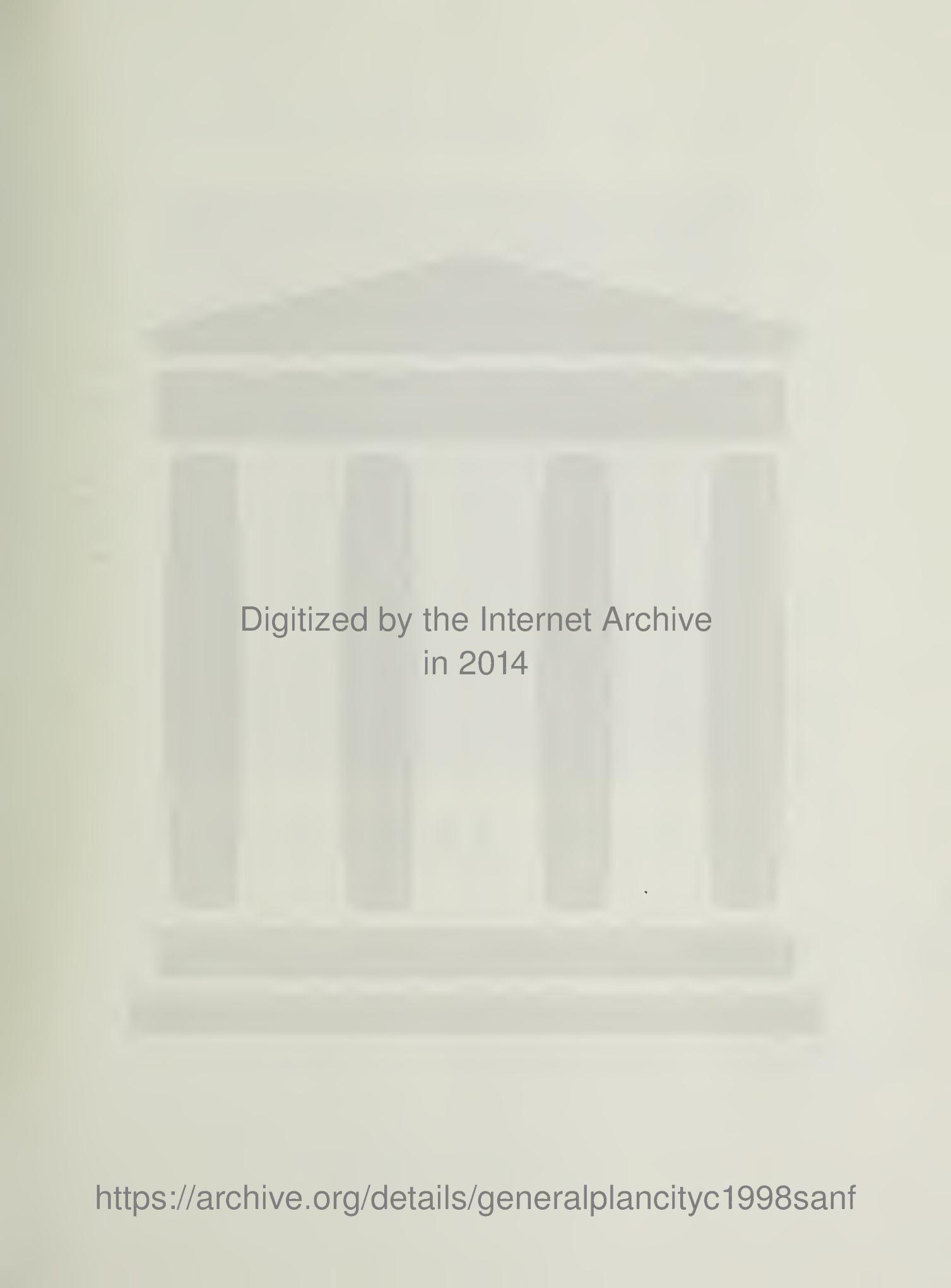


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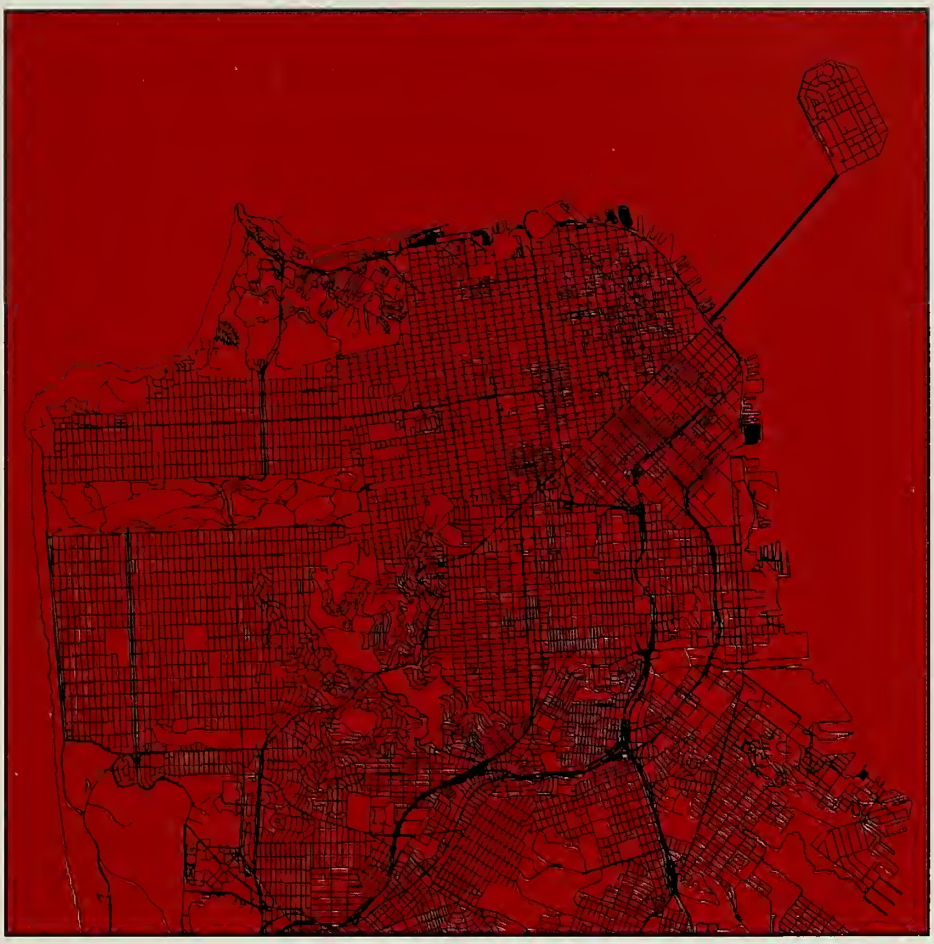
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SAN FRANCISCO GENERAL PLAN



SAN FRANCISCO GENERAL PLAN

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PART I - ELEMENTS

CITY AND COUNTY OF SAN FRANCISCO
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GENERAL PLAN

CITY AND COUNTY OF SAN FRANCISCO

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PLANNING DEPARTMENT

The current San Francisco Charter, adopted in 1996, defines this document as the "General Plan." Before 1996 it was called the "Master Plan." All references to the "Master Plan" now mean this "General Plan."

SAN FRANCISCO GENERAL PLAN

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INTRODUCTION

§ 3.524 of the Charter of the City & County of San Francisco provides as follows:

> It shall be the function and duty of the city planning commission to adopt and maintain, including necessary changes therein, a comprehensive, long-term, general plan for the improvement and future development of the city and county to be known as the master plan. The master plan shall include maps, plans, charts, exhibits, and descriptive, interpretive, and analytical matter, based on physical, social, economic, and financial data, which together present a broad and general guide and pattern constituting the recommendations of the commission for the coordinated and harmonious development, in accordance with present and future needs, of the city and county and of any land outside the boundaries thereof which in the opinion of the commission bears a relation thereto.

State law requires that the Master Plan address seven issues: land use, circulation, housing, conservation, open space, noise and safety. Those issues can be organized in whatever way best suits the locality.

The San Francisco Master Plan is designed as a guide to the attainment of the following general goals:

- Protection, preservation, and enhancement of the economic, social, cultural, and esthetic values that establish the desirable quality and unique character of the city.
- Improvement of the city as a place for living, by aiding in making it more healthful, safe, pleasant, and satisfying, with housing representing good standards for all residents and by providing adequate open spaces and appropriate community facilities.
- Improvement of the city as a place for commerce and industry by making it more efficient, orderly, and satisfactory for the production, exchange and distribution of goods and services, with adequate space for each type of economic activity and improved facilities for the loading and movement of goods.
- Coordination of the varied pattern of land use with public and semi-public service

facilities required for efficient functioning of the city, and for the convenience and well-being of its residents, workers, and visitors.

- Coordination of the varied pattern of land use with circulation routes and facilities required for the efficient movement of people and goods within the city, and to and from the city.

- Coordination of the growth and development of the city with the growth and development of adjoining cities and counties and of the San Francisco Bay Region.

The manner in which these general goals are to be attained is set forth through a statement of objectives and policies in a series of elements, each one dealing with a particular topic, which applys citywide. The Master Plan currently contains the following elements: Residence, Commerce and Industry, Recreation and Open Space, Community Facilities, Transportation, Community Safety, Environmental Protection and Urban Design. In addition, a Land Use Index cross-references the policies related to land use located throughout the Master Plan. Additional elements may be added from time to time.

The Plan also contains the following area plans which cover their respective geographic areas of the city: Downtown, Civic Center, Western Shoreline, Northeastern Waterfront, Central Waterfront, South Bayshore, Rincon Hill, Chinatown and Van Ness Avenue. Here the more general policies in the Master Plan elements are made more precise as they relate to specific parts of the city.

The Plan is intended to be an integrated, internally consistent and compatible statement of objectives and policies and its objectives, and policies are to be construed in a manner which achieves that intent. Sec. 101.1(b) of the Planning Code, which was added by Proposition M, November 4, 1986, provides as follows:

The following Priority Policies are hereby established. They shall be included in the preamble to the Master Plan and shall be the basis upon which inconsistencies in the Master Plan are resolved:

1. That existing neighborhood-serving retail uses be preserved and enhanced and future opportunities for resident employment in and ownership of such businesses enhanced;

2. That existing housing and neighborhood character be conserved and protected in order to preserve the cultural and economic diversity of our neighborhoods;

3. That the City's supply of affordable housing be preserved and enhanced;

4. That commuter traffic not impede Muni transit services or overburden our streets or neighborhood parking;

5. That a diverse economic base be maintained by protecting our industrial and service sectors from displacement due to commercial office development, and that future opportunities for resident employment and ownership in these sectors be enhanced;

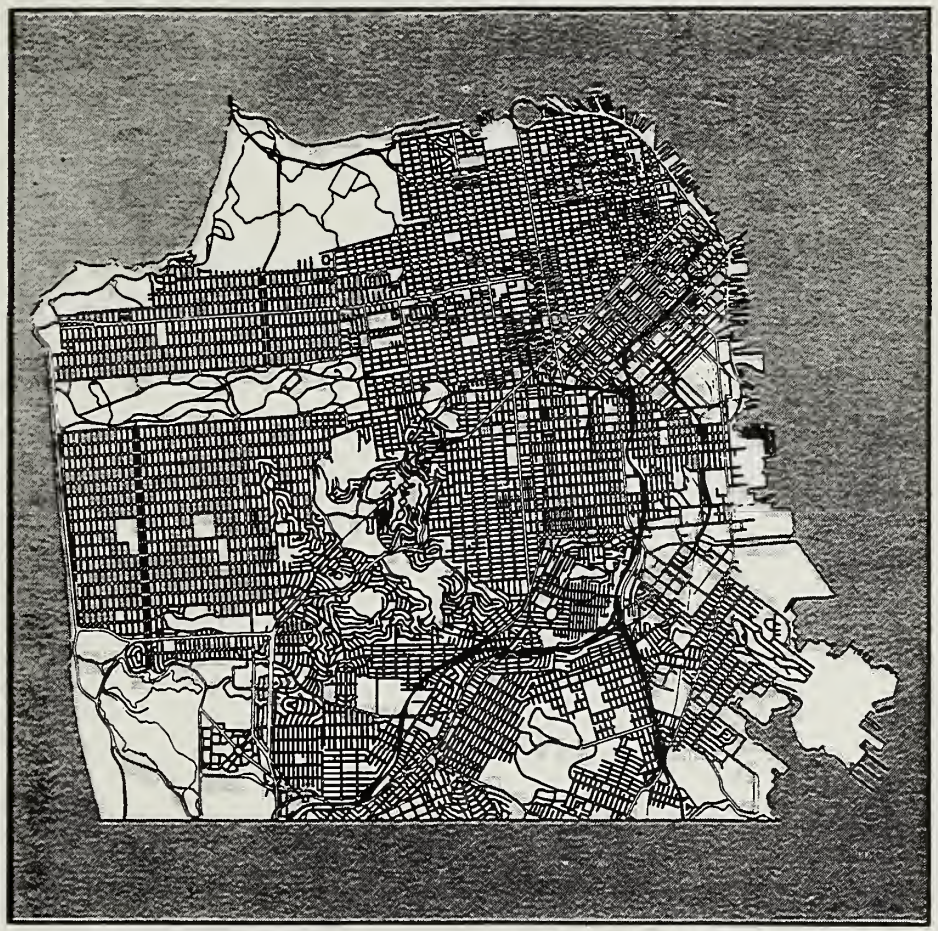
6. That the City achieve the greatest possible preparedness to protect against injury and the loss of life in an earthquake;

7. That landmarks and historic buildings be preserved; and

8. That our parks and open space and their access to sunlight and vistas be protected from development.

I ELEMENTS

RESIDENCE



AN ELEMENT OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO



RESIDENCE

AN ELEMENT OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

DEPARTMENT OF CITY PLANNING

RESIDENCE ELEMENT

Adopted September 13, 1990 by the City Planning Commission Resolution No. 12020

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SUMMARY OF OBJECTIVES AND POLICIES

SUPPLY OF NEW HOUSING

OBJECTIVE 1

TO PROVIDE NEW HOUSING FOR ALL INCOME GROUPS IN APPROPRIATE LOCATIONS.

POLICY 1

Encourage development of housing on surplus, underused and vacant public lands.

POLICY 2

Facilitate the conversion of underused industrial and commercial areas to residential use.

POLICY 3

Promote the inclusion of housing in downtown commercial developments.

POLICY 4

Encourage infill housing on appropriate sites in established neighborhoods.

POLICY 5

Allow secondary units in areas where residents support such housing.

POLICY 6

Discourage development of new housing in areas unsuitable for residential occupancy, or on sites containing existing housing worthy of retention.

HOUSING DENSITY

OBJECTIVE 2

TO INCREASE SUBSTANTIALLY THE SUPPLY OF HOUSING WITHOUT OVERCROWDING OR ADVERSELY AFFECTING THE PREVAILING CHARACTER OF EXISTING NEIGHBORHOODS.

POLICY 1

Set allowable densities in established residential areas at levels which will maintain neighborhood scale and character.

POLICY 2

Encourage higher residential density in areas adjacent to downtown and in neighborhood commercial districts where higher density will not have harmful effects.

POLICY 3

In appropriate cases, consider the size of the unit in establishing allowable densities.

POLICY 4

Adopt specific zoning districts which conform to the generalized residential land use and density plans.

RETENTION OF EXISTING HOUSING

OBJECTIVE 3

TO RETAIN THE EXISTING SUPPLY OF HOUSING.

POLICY 1

Discourage the demolition of existing housing.

POLICY 2

Restrict the conversion of housing in commercial and industrial areas.

POLICY 3

Preserve the existing stock of residential hotels.

HOUSING CONDITION

OBJECTIVE 4

TO MAINTAIN AND IMPROVE THE PHYSICAL CONDITION OF HOUSING.

POLICY 1

Assure that existing housing is maintained in decent, safe and sanitary condition.

POLICY 2

Maintain and improve the existing supply of public housing.

POLICY 3

Promote and support voluntary housing rehabilitation.

POLICY 4

Preserve residential buildings of significant architectural merit.

AFFORDABILITY OF HOUSING

OBJECTIVE 5

TO PROVIDE HOUSING AFFORDABLE BY ALL INCOME GROUPS, PARTICULARLY LOW AND MODERATE INCOME HOUSEHOLDS.

POLICY 1

Use the City's financial powers and resources to reduce the cost and increase the supply of low and moderate income housing.

POLICY 2

Make maximum use of available federal and state housing subsidy programs.

POLICY 3

Seek inclusion of low and moderate income units in new housing development.

POLICY 4

Safeguard tenants from excessive rent increases while assuring landlords fair and adequate rents.

POLICY 5

Encourage energy efficiency in new residential development and weatherization in existing housing to reduce overall housing costs.

POLICY 6

Allow construction of a variety of innovative housing types that reduce cost.

POLICY 7

Encourage non-profit and limited equity ownership of housing.

POLICY 8

Ensure that office developments and higher educational institutions assist in meeting the housing demand they generate.

POLICY 9

Streamline the permit and environmental review processes to expedite housing construction.

POLICY 10

Ensure that the city's codes and development requirements do not unnecessarily increase the cost of housing.

NEIGHBORHOOD ENVIRONMENT

OBJECTIVE 6

TO PROVIDE A QUALITY LIVING ENVIRONMENT.

POLICY 1

Assure housing is provided with adequate public improvements, services and amenities.

POLICY 2

Allow appropriate neighborhood-serving commercial activities in residential areas.

POLICY 3

Minimize disruption caused by expansion of institutions into residential areas.

POLICY 4

Promote development of well designed housing.

POLICY 5

Modify proposed developments which have substantial adverse environmental impacts or otherwise conflict with the Master Plan.

ACCESSIBILITY

OBJECTIVE 7

TO PROVIDE MAXIMUM HOUSING CHOICE.

POLICY 1

Prevent housing discrimination based on age, race, religion, sex, sexual preference, marital status, ancestry, national origin, color or disability.

POLICY 2

Promote adaptability and maximum accessibility of residential dwellings for disabled occupants.

POLICY 3

Promote the availability of units suitable for groups with special housing needs including large families, the elderly, and those needing group housing and emergency shelter.

POLICY 4

Eliminate discrimination against households with children.

POLICY 5

Encourage economic integration in housing.

POLICY 6

Provide adequate rental housing opportunities.

POLICY 7

Expand opportunities for home ownership.

POLICY 8

Regulate the conversion of existing rental apartment buildings into condominiums or cooperatives.

POLICY 9

Ensure a distribution of quality board and care facilities.

POLICY 10

Promote the availability of units suitable for persons with varied lifestyles.

DISPLACEMENT

OBJECTIVE 8

TO AVOID OR MITIGATE HARDSHIPS IMPOSED BY DISPLACEMENT.

POLICY 1

Minimize relocation hardship and displacement caused by the demolition or conversion of housing.

POLICY 2

Permit displaced households the right of first refusal to occupy any replacement housing units.

POLICY 3

Provide relocation services where publicly funded actions cause displacement.

REGIONAL COORDINATION

OBJECTIVE 9

TO ADDRESS HOUSING NEEDS THROUGH A COORDINATED REGIONAL APPROACH.

POLICY 1

Encourage the balancing of regional employment growth with the development and growth of housing in the region.

POLICY 2

Encourage rehabilitation and development of housing in the Bay Area which will meet regional housing needs and contribute to the quality of life in the region.

POLICY 3

Encourage the distribution of low- and moderate-income housing throughout the Bay Area.

RESIDENCE

INTRODUCTION

San Francisco's Residence Element addresses housing quantity, affordability, quality, and accessibility.

It does so at a time when the City faces an extraordinary housing situation. Costs are among the highest in the nation. The vacancy rate remains persistently low. The growth of jobs and the desire of people — the affluent, as well as the newly arrived foreign immigrant — to live in San Francisco — place added pressure on the city's housing stock.

Several assessments of housing need have been made. The results vary depending on the methodology used. Fully meeting the "need", however measured, will require a rate of production many times greater than what has been achieved in recent years. To begin to address the City's housing needs, production must at least approximate construction in the mid-1970's when about 2,500 units a year were built. The rent or purchase price of many of these units would be required to be reduced to make them affordable to lower income groups.

It is a fundamental goal of this Element to provide for every San Franciscan appropriate and affordable housing. For a variety of reasons, the supply of affordable housing is not expanding rapidly enough to match demand. The Federal government is totally revamping its approach to low/moderate income housing aid and cutting back funding so that adequate subsidies for new construction are not likely in the future. Interest rates, while considerably lower than several years ago, are still high and are edging upward again. These are factors over which the City has little or no control.

What can the City do to increase the supply of housing? It can assure that sufficient sites exist for housing at locations acceptable to the public; provide land use incentives for the production of housing; assist, to a limited extent, in the financing of housing; and can establish a favorable regulatory climate for new housing construction. This housing element is designed to do these things.

It is clear that new housing approaches must be developed and tested. The City has already taken some innovative steps — ones that are to continue under the Residence Element:

- San Francisco is pioneering in tying housing assistance to commercial development. No other big American city requires major office developers to assist in meeting the city's housing needs.

- The City is proposing to use high density zoning incentives to create whole new neighborhoods with thousands of units in areas close to downtown.

It is unlikely that state or local government can substitute for the substantial housing subsidies previously made available by the Federal Government. But significant cost reductions can be achieved through concurrent density bonus, mortgage bond financing and unit size reduction. The City will need to experiment with these cost reduction techniques in the years ahead. If we are to create new, affordable housing in the future, it may be necessary to revise our housing attitudes and standards and accept smaller units and higher densities. There is evidence that such acceptance is already occurring.

Given the high costs of new construction and financing, it is clear that the major source of housing in the future, and particularly the major source of low and moderate income housing, will be the existing supply. This Residence Element is designed to preserve that supply in a number of dimensions:

- It proposes to preserve the **quantity** of existing housing by discouraging demolition or conversion to other uses.

- It proposes to preserve **quality** by encouraging housing maintenance and rehabilitation.

- It proposes to preserve **affordability** through continued rent regulation and encouragement of non-profit ownership in rental housing.

Given the current state of the housing market, it is difficult to outline in a Master Plan element a specific blue print for solving the city's housing problems. What an element can do — and what this element does — is to indicate the appropriate general direction to move in, to take those steps that are within the City's control, and to propose to do as much as possible with available resources.

The Residence Element is designed to comply with specific requirements of state law regarding the contents of a housing element. The Element is divided into three parts: Part One, Background Data and Needs Analysis; Part Two, Objectives and Policies; and Part Three, Implementation Programs.

Part One contains a description and analysis of:

1. The characteristics of San Francisco's population and households;

2. Various characteristics of San Francisco's housing stock;

3. Discusses overall housing needs, the needs of various income groups and the special housing needs of the disabled, elderly and female heads of households;

4. The inventory of land suitable for residential development; and

5. The various constraints on maintenance, improvement or development of housing.

The background data and needs analysis leads then to the formulation in Part Two of appropriate objectives and policies to deal with identified needs and constraints. These objectives and policies are stated in general terms and are designed to provide guidance to the City in dealing with housing issues in the years ahead. The objectives and policies form the framework for Part Three of the Element, which contains the implementation programs and activities which are proposed to be taken over the next five years to carry out the housing objectives and policies. Part One and Part Three are published separately. Part Two follows.

OBJECTIVES AND POLICIES

SUPPLY OF NEW HOUSING

OBJECTIVE 1

TO PROVIDE NEW HOUSING FOR ALL INCOME GROUPS IN APPROPRIATE LOCATIONS.

New construction is required to help meet the need for sound housing. However, new residential development must be of a character and stability that preserves the city's neighborhoods and maintains the quality of life for existing and future residents. The issue centers on how to accommodate new residential development without jeopardizing the very assets that make living in San Francisco desirable.

To insure balance in development and change in San Francisco, the City should encourage residential development in areas where it can be accommodated and discourage it where it cannot. The City should use its zoning and related land use controls, environmental review processes, policies of the Master Plan and area plans, and the capital improvements program to deal with issues of how much and where residential development should occur.



POLICY 1

Encourage development of housing on surplus, underused and vacant public lands.

The opportunities for development of housing on public property should be aggressively pursued. The City owns a number of sites which are underused. In some cases the air rights of these sites may be made available for housing without interfering with their current public use. Housing over public parking, transit facilities or water storage facilities are examples of such joint use. When City property is no longer needed for the purpose for which it was acquired and if it is not needed for some other public purpose (such as open space and recreation land), it should be rezoned and sold or leased for housing development.

The City may also be able to make some of its properties outside City and County limits available for housing. The City can also acquire surplus federal and state property to be disposed of by sale or lease, if funds are available. In addition, there are a number of publicly owned or controlled sites in redevelopment areas designated for housing. Development of those sites should be expedited.

POLICY 2

Facilitate the conversion of underused industrial and commercial areas to residential use.

Opportunities exist for major new residential development in certain areas close to downtown. New housing can be provided there without significant displacement of existing residential units or commercial or industrial activity. In some areas entire new residential neighborhoods can be created. In others, housing can be introduced on vacant or underused sites adjacent to sites which are and will remain in active commercial or industrial use. Map 1 identifies a number of such areas where partial or total conversion to residential use would be appropriate.

POLICY 3

Promote the inclusion of housing in downtown commercial developments.

Mixed residential/office building development in the heart of downtown would provide housing and add vitality to an area that lacks life at night and on weekends. Various incentives should be provided in appropriate cases to encourage housing in the downtown area.

POLICY 4

Encourage infill housing on appropriate sites in established neighborhoods.

In established neighborhoods new housing construction should be encouraged:

- On vacant sites which are not designated for open space.
- On sites where nonconforming uses have been terminated.



- Above commercial development in neighborhood shopping districts.
- On sites with buildings that cannot feasibly be rehabilitated.

POLICY 5

Allow secondary units in areas where residents support such housing.

Secondary units ("in-law" or "granny" units) are dwelling units created within existing residential structures, often in basements, using space that is surplus to the primary dwelling. Secondary units represent a simple and cost-effective method of expanding the housing supply. Such units could be developed to meet the needs of seniors and others who, because of modest incomes or lifestyle, prefer or need small units at relatively low rents.

On the other hand, secondary units can have adverse effects on existing neighborhoods. For example, they can aggravate parking congestion and, unless confined to the existing building envelope, can alter the physical appearance of older buildings and affect light, air and wind. Approval of secondary units should be limited to areas where there is neighborhood support, where off-street parking can be provided (it could be tandem parking) and where the secondary unit can be installed without altering the exterior appearance of the building, or, in the case of new construction, can be accommodated within the permitted building envelope. Secondary units should also be limited in size to control the number of occupants in such units. Existing illegal secondary units should be brought into compliance with the relevant standards of City codes.



POLICY 6

Discourage development of new housing in areas unsuitable for residential occupancy or on sites containing existing housing worthy of retention.

Certain sites, because of their location or existing use, are not appropriate for new residential development. The City should discourage, and, in some instances, prohibit the development of new housing:

- On sites to be acquired for open space.
- In areas of severe geological hazard (as indicated in the Community Safety Element) unless the hazard can be compensated for through building design and construction.
- In areas of high transportation noise levels (as indicated in the Environmental Protection Element) unless the noise can be compensated for through building siting and design.
- On sites where the development would require demolition of an architecturally significant building, especially a designated landmark.
- On sites where the development would require demolition of existing sound or rehabilitable residential units, particularly units suitable for households with children or lower income level households, unless the units are replaced in an appropriate location.

HOUSING DENSITY

OBJECTIVE 2

TO INCREASE SUBSTANTIALLY THE SUPPLY OF HOUSING WITHOUT OVERCROWDING OR ADVERSELY AFFECTING THE PREVAILING CHARACTER OF EXISTING NEIGHBORHOODS.

In order to maintain the city's livability, new housing developments should, as a general rule, reflect the predominant intensity level of the surrounding neighborhood. The lot pattern and building bulk should relate to surrounding properties, and the potential number of residents and amount of activity generated should not overly congest the surrounding area. A residential

population holding capacity should be established for the city based on desirable and feasible density standards.

POLICY 1

Set allowable densities in established residential areas at levels which will maintain neighborhood scale and character.

In establishing allowable residential densities, consideration should be given to the prevailing building type in the surrounding area, so that new development is not incompatible with existing scale and character. Established architectural characteristics should be respected. Prevailing densities should be exceeded only when it is clear that, because of the specific location and design of the project, the existing scale and character of the neighborhood will not be disrupted.

POLICY 2

Encourage higher residential density in areas adjacent to downtown and in neighborhood commercial districts where higher density will not have harmful effects.

Moderate to high densities presently exist in established residential areas adjacent to downtown and should be maintained. As areas adjacent to downtown are rezoned for housing pursuant to Objective 1, Policy 2, densities should be established which are consistent with this policy.

Some neighborhood commercial districts, which already contain substantial amounts of housing, may be able to handle increased residential density without generating additional traffic and parking problems if :(i) they have a reduced need for auto ownership because their proximity to transit, work, shopping, and other services can attract residents who do not use automobiles; or (ii) anticipated parking demand can be accommodated on-site in new development or in community parking facilities. In these cases increased density should be encouraged.

POLICY 3

In appropriate cases, consider the size of the unit in establishing allowable densities.

Traditionally in San Francisco housing density standards have been set in terms of numbers of dwelling units in proportion to the size of the building lot. For example, in an RM-1 district, one dwelling unit is permitted for each 800 square feet of lot area. This limitation generally applies regardless of the size of the unit and the number of people likely to occupy it. Thus a small studio and a large four-bedroom apartment both count as a single unit.

This method of calculating density encourages larger units and is particularly appropriate for lower density neighborhoods consisting primarily of one- or two-family dwellings. In other areas, which consist mostly of taller apartments and which are well served by transit, the density might more appropriately be controlled by number of bedrooms rather than number of units. In this way the city's housing stock could better meet the diverse needs of its residents which increasingly are characterized by smaller households. A third method of controlling density would be to allow the building envelope, as dictated by height, bulk, setback, parking and other requirements, to set the density limits. These latter two techniques represent a departure from past practice and should be employed selectively until their benefits and disadvantages can be tested.

POLICY 4

Adopt specific zoning districts which conform to the generalized residential land use and density plans.

Applying policies under this Objective 2 results in density and land use patterns shown on the accompanying generalized residential land use and density plan maps. Specific zoning districts should conform generally to these maps, although minor variations consistent with the general density policies may be appropriate.

The Generalized Land Use Plan provides for three residential land use categories as shown on Map 2. The Residential Density Plan provides for five density categories as shown on Map 3.

The Generalized Residential Land Use Plan provides for four land use categories:

POTENTIAL RESIDENTIAL AND POPULATION DENSITY BY ZONING DISTRICTS

Classification	Zoning Districts	Average Units Per Acre	Persons Per Acre*	General Location
Low Density	RH-1	14	24-31	Appropriate in areas for single families, located predominantly in the southern and western parts of the city.
Moderately-Low Density	RH-2 RH-3	36	64-94	Appropriate in the central hills areas, along Diamond Heights, Twin Peaks, and Potrero Hill, around Golden Gate Park in the Richmond, and northern part of the Sunset districts and in the Marina district.
Medium Density	RM-1, RC-1 C-1, C-2 M-1, M-2 NC-1, NC-2, NC-S Sacramento Street West Portal Avenue	54	118	Appropriate for some low-intensity neighborhood commercial districts and mixed-use residential-commercial and industrial districts, and certain areas adjacent to t he. commercial zones.
Moderately-High Density	RM-2, RM-3 RC-2, RC-3 NC-3 Broadway, Castro Street, Inner Clement Street, Outer Clement Street, Upper Fillmore Street, Haight Street, Hayes-Gough, Upper Market Street, North Beach, Valencia Street, 24th Street-Mission, 24th Street-Noe Valley	91	160-240	Appropriate for the more intensively developed northeastern part of the city, certain neighborhood commercial districts with moderately-high existing residential development and good transit accessibility, major transit corridors such as Van Ness Avenue, in major redevelopment areas such as the Western Addition and the Golden Gateway areas, and in Nob Hill, Chinatown and North Beach
High Density	RM-4, RC-4 C-3, C-M	283	475-760	Appropriate for certain areas in the northeastern part of the city, including downtown districts as well as heavy-commercial districts.

* Based on city-wide average household size of 2.19. See Map 4 for average household size by Census Tract.

such review, the desirability of retaining the housing should be weighed against the public benefits to be gained by the alternative use. As a general rule, conversion should be allowed only for needed neighborhood serving commercial activities that cannot reasonably locate elsewhere in the commercial district. Housing in industrial areas should also receive some form of protection.

POLICY 3

Preserve the existing stock of residential hotels.

Residential hotels represent a unique and often irreplaceable resource for many thousands of lower income households. Most of these hotels are close to downtown and are subject to strong economic pressures leading to their conversion or demolition. As San Francisco grows as a tourist center many of these hotels have been converted to tourist use, either permanently or during the tourist season. Some hotels have been demolished to make way for new commercial development. The loss of these units as housing for permanent residents should be discouraged. Demolition or conversion of a residential unit should be permitted only if provision is made for replacing the unit to be lost with a comparable unit elsewhere. For those hotels which are operated as mixed tourist/permanent resident hotels, additional controls are needed which will assure that the availability of the hotel for permanent residential occupancy is not diminished.



HOUSING CONDITION

OBJECTIVE 4

TO MAINTAIN AND IMPROVE THE PHYSICAL CONDITION OF HOUSING.

As the city's housing stock ages it becomes increasingly important to maintain it in sound physical condition. Slum clearance projects of the past were in part necessitated by failure to keep up the quality of housing. Much private reinvestment in and renovation of the city's older housing, particularly of Victorians, in recent years has replaced the need for some of the kinds of direct public intervention that were required in the past. Even so there is a continuing need for housing rehabilitation. In addition, care must continue to be taken to detect incipient decline in housing quality and to take steps to arrest it once detected. The City should monitor those areas of the city where a decline in housing quality might be expected to occur and take appropriate remedial steps where necessary.

POLICY 1

Assure that existing housing is maintained in decent, safe and sanitary condition.

The City should ensure that residential units continue to meet the standards of the housing code by maintaining an aggressive program of systematic inspection of apartments and hotels. Code compliance activities should be designed to minimize the financial hardship which required rehabilitation may impose on those unable to pay increased rent. Low interest and deferred payment loan programs should be targeted to benefit low and moderate income tenants. Rent regulations should provide sufficient incentive to the landlord to maintain the building in good condition.

POLICY 2

Maintain and improve the existing supply of public housing.

The San Francisco Housing Authority is the largest landlord in San Francisco and is one of the few sources of permanently affordable housing for low income households. Operating subsidies and modernization funds provided by the Federal government have not been adequate to keep this housing in sound condition.

RETENTION OF EXISTING HOUSING

OBJECTIVE 3

TO RETAIN THE EXISTING SUPPLY OF HOUSING.

The existing housing stock is the city's major source of inexpensive housing. It is virtually irreplaceable given the cost of new construction and smaller public budgets. Priority should be given to retention of existing units as the primary means to provide affordable housing.

POLICY 1

Discourage the demolition of existing housing.

Demolition of existing housing generally results in the loss of lower-cost rental housing units. Even if the existing housing is replaced, the new units are generally more costly and are generally condominiums rather than rental units. Demolition often results in displacement of residents, causing personal hardship and relocation problems. The City should take appropriate steps to discourage demolition of existing housing that is sound or capable of rehabilitation, particularly where those units provide a low cost housing resource.





POLICY 2

Restrict the conversion of housing in commercial and industrial areas.

Many parts of San Francisco were developed before there were zoning regulations which strictly separated various types of land uses. As a result there were many thousands of housing units built in areas which also contain industrial and commercial uses and which have since been zoned industrial or commercial. Most of these housing units are sound or rehabilitable and are relatively inexpensive. They represent a significant portion of the city's housing supply and would be very difficult to replace. Yet, in many of the areas in which they are located, it would be profitable to convert them to a non-residential use.

In those commercial areas which are subject to economic pressures likely to lead to conversion of the existing housing units, a form of mixed residential/ commercial zoning should be employed whereby conversions of upper floor housing units to non-residential use would be subject to conditional use review. Under

Increased Federal support, innovative local financing techniques, cost reduction measures (such as weatherization to reduce fuel costs), and creative management are all required to maintain and improve this valuable supply of affordable housing.

POLICY 3

Promote and support voluntary housing rehabilitation.

The City Planning Code should maintain its strong preservation orientation and act as an incentive to rehabilitation of existing housing, as well as a guide to new development. The City should establish other means, such as provision and maintenance of public improvements, to act as incentives for housing maintenance and rehabilitation. Neighborhood conditions should be monitored and in areas where housing is being undermaintained, appropriate measures, such as counseling and provision of loan funds, should be taken quickly to arrest deterioration.

POLICY 4

Preserve residential buildings of significant architectural merit.

Architecturally significant buildings are one of the greatest assets of San Francisco's residential neighborhoods. Most of these buildings provide excellent housing opportunities and many have large units particularly suitable for families with children. Preservation of these buildings is important to the character and quality of the city's neighborhoods, and special programs should be established to promote restoration. The designation of landmarks and historic districts, with the tax benefits that become available through designation, can be an effective method of encouraging preservation.

AFFORDABILITY OF HOUSING

OBJECTIVE 5

TO PROVIDE HOUSING AFFORDABLE BY ALL INCOME GROUPS, PARTICULARLY LOW AND MODERATE INCOME HOUSEHOLDS.



The costs of home purchase in San Francisco are among the highest in the nation. At current prices many people, even those considered middle income or higher, cannot afford to purchase housing. San Francisco's high rents create hardships, particularly for those with fixed incomes. Many households must either pay larger percentages of their incomes for housing, live in units in substandard condition, and/or live in overcrowded conditions. Others may be forced to move out of the city.

San Francisco, as the region's central city, has a special responsibility to house lower income households. For the City to meet the housing needs of its diverse population, measures must be taken to make housing affordable. Significant cost reductions can be achieved through concurrent use of tax exempt financing, higher densities, unit size reduction and fast-track permit processing. Consistent with other policies regarding densities and design standards, the City should experiment with these cost reduction techniques.

POLICY 1

Use the City's financial powers and resources to reduce the cost and increase the supply of low and moderate income housing.

The City has borrowing powers and access to other financial resources which can be used to reduce the cost and increase the supply of below market rate housing. Tax-exempt bonds and possibly pension funds are two sources of financing for below market interest rate financing. In some situations tax increment financing can enable new development to support low and moderate income housing. These techniques should be used in appropriate cases.

In cases where the City directly assists an owner of rental housing, the City should ensure that the owner charges fair rents. The acceptance of reasonable rent guidelines should, in most instances, be an enforceable condition in exchange for the receipt of such public assistance. Rent guidelines or stabilization measures should be applied when a private residential property owner receives the following types of assistance:

(a) Direct financial assistance, such as a hardship grant;

(b) Special below-market rates for financing, such as a low-interest or non-interest bearing loan;

(c) Special treatment or application of a City code, such as deferred code compliance.

All rent guidelines should take into account inflation, maintenance and operating costs, and a reasonable rate of return for the property owner.

POLICY 2

Make maximum use of available federal and state housing subsidy programs.

The City has traditionally been a major user of federal and state housing subsidy programs. Cost limitations on some of the past programs have made them difficult to use in a high-cost central city setting. In the past the City has provided funds to close the gap between what the subsidy program provides and what it costs to construct or rehabilitate the housing.

The whole approach to support of low and moderate income housing production is being reexamined by the federal government. A complete restructuring of programs and an overall reduction of federal commitment is likely. The City should aggressively work to increase the federal commitment to housing and to assure that new programs "work" in San Francisco.

POLICY 3

Seek inclusion of low and moderate income units in new housing development.

Inclusion of low and moderate income units in new housing developments of appropriate size would be desirable. A portion of the units in a housing development should be required to be set aside for low and moderate income units, if public subsidies are available. If subsidies are not available and the situation allows additional density to be granted (such as by permitting greater height within established height limits, or approving a reclassification or a planned unit development to achieve greater density), it may be appropriate to require that a portion of the additional units be low and/or moderate income. The number of such units should vary according to the number of additional units allowed and the specific characteristics of the project.

POLICY 4

Safeguard tenants from excessive rent increases while assuring landlords fair and adequate rents.

In recent years various pressures on the limited housing supply have resulted in substantial increases in rent levels causing displacement and economic hardship to those unable to pay those rent increases. As long as these pressures continue, a regulatory process should be maintained which stabilizes rent levels and protects tenants from excessive rent increases and arbitrary eviction while at the same time allowing the landlord a fair rent and sufficient incentive to maintain housing quality.

POLICY 5

Encourage energy efficiency in new residential development and weatherization in existing housing to reduce overall housing costs.

Energy efficiency may involve some features which add to the initial cost of a structure, but are highly cost-effective in terms of the life cycle or operating costs of the residential unit. Often, such features as orientation or window placement to optimize passive solar heating, and use of natural daylight, can be "designed in", at little or no additional cost. Weatherization of existing housing can usually pay for itself in a short time, resulting in lower utility bills and lower overall housing costs. These approaches should be pursued.

POLICY 6

Allow construction of a variety of innovative housing types that reduce cost.

The City Planning, Building and Housing codes influence the price of new housing and the cost of maintaining existing housing. The City's codes should be reviewed regularly to ensure that standards and requirements do not unduly restrict needed housing development or unnecessarily increase the cost of housing. In administering codes, departments should regularly evaluate whether standards can be modified, without sacrificing quality and safety, to aid in lowering the cost of new housing. In hardship cases Housing Code requirements should be deferred to the extent legally permissible if all life safety hazards are abated. In particular, the City should extend the period allowed for code compliance to avoid potential displacement of low- or moderate-income households until replacement housing can be found.

NEIGHBORHOOD ENVIRONMENT

OBJECTIVE 6

TO PROVIDE A QUALITY LIVING ENVIRONMENT.

Housing quality involves not only the physical condition of housing structure itself but also the condition of the surrounding neighborhood and the adequacy of its amenities, facilities, and services. Proper housing development must also address these matters.

POLICY 1

Assure housing is provided with adequate public improvements, services and amenities.

Many factors add to neighborhood livability, including the quality of schools, the effectiveness of police and fire services, and access to open space and recreational opportunities. Regular maintenance of streets and sidewalks, provision of street trees, and protection of residential areas from excessive traffic, are also important to neighborhood life. Good design of buildings can add amenity to the neighborhood. All of these factors should be addressed by the City in providing its residents a quality living environment.

POLICY 2

Allow appropriate neighborhood-serving commercial activities in residential areas.

Certain non-residential uses are desirable and appropriate in residential areas. For example, small pedestrian-oriented grocery stores, other convenience shops, and community services (such as child care) can meet frequent and recurring needs of residents without disrupting the residential character of the area. On the other hand, other types of non-residential uses are noisy, or unattractive, or generate excessive traffic, and therefore would be undesirable in residential areas.

Non-residential uses should be allowed in exclusively residential areas only if they meet the following criteria:

- The use is primarily pedestrian-oriented.
- The use serves the needs of the immediate residential neighborhood and does not draw significant trade from outside the neighborhood.
- The use does not displace a unit suitable for residential occupancy.
- The use does not disrupt or detract from the livability of the surrounding neighborhood.
- There are no suitable locations in immediately adjacent commercial or mixed commercial and residential areas.
- The design of the building is in keeping with the established residential character of the area, and all signs are carefully regulated.
- Truck traffic servicing the use is minimized, and truck delivery hours are restricted.

Non-residential uses may also be advantageous for residential areas if they are essential to the preservation of a landmark building, although the use should be compatible with the surrounding environment.

POLICY 3

Minimize disruption caused by expansion of institutions into residential areas.

Mobile homes and pre-fabricated housing can be a valuable source of shelter for low and moderate income households. While manufacturing techniques have vastly improved the quality of such structures, there are areas where these housing types might have adverse effects on the surrounding neighborhood. Mobile homes and pre-fabricated housing should be allowed, but only where it complements the character of the surrounding neighborhood.

POLICY 7

Encourage non-profit and limited equity ownership of housing.

Housing owned by non-profit corporations whose specific purpose is to provide decent shelter to low and moderate income households can be an effective means of providing affordable housing. Similarly, conversion of buildings by their tenants to limited equity cooperatives and condominiums can stabilize and, as general housing prices increase over time, can lower housing costs. The City should encourage these forms of ownership.

POLICY 8

Ensure that office developments and higher educational institutions assist in meeting the housing demand they generate.





New or expanding commercial activities in the city increase the city's employment base. These new jobs are important to the residents of the city and of the Bay Area, and contribute to the continued economic vitality of the region. The workers filling these jobs need housing. Similarly, educational institutions provide needed services and contribute to the intellectual and cultural life of the city. At the same time, their faculties and students must be housed. Both office developments and educational institutions should assist in meeting the City's housing needs by contributing in some manner to the provision of additional housing.

POLICY 9

Streamline the permit and environmental review processes to expedite housing construction.

Delay in the project approval and evaluation process can add to housing costs. The City should make every effort to insure that projects are reviewed and evaluated in the shortest possible time, consistent with the City's interests as defined by the policies of the Master Plan. Priority processing should be given to projects that include housing affordable to low and moderate income households, or housing which is accessible to the disabled.

POLICY 10

Ensure that the city's codes and development requirements do not unnecessarily increase the cost of housing.

The expansion needs of institutions often conflict with efforts to preserve and protect the scale and character of residential neighborhoods. Large educational, religious, and medical institutions attract people from outside a neighborhood, aggravating traffic and parking problems. Institutional buildings also tend to be larger in scale and more intensely used than surrounding residential buildings. In addition, institutional expansion often requires removal of housing and displacement of residents.

To minimize the disruption caused by institutional expansion, the City should carefully review expansion plans. The needs of adjacent residential areas for housing, on-street parking and safe, quiet streets should be considered, in addition to the needs of the institution. Educational and medical institutions should be required to develop and submit master plans to the City, before the City reviews any specific expansion requests. Such a master plan should define long-term and short-range development plans of the institution. Early review of institutional development plans will permit exploration of alternate ways to address the needs of the institution in order to minimize potential conflicts with the residential area.

POLICY 4

Promote development of well designed housing.

Residents of San Francisco should be able to live in well designed housing suited to their specific needs. To ensure that housing provides quality living environments and complements the design character of the surrounding neighborhood, the following guidelines should be applied in evaluating new residential developments:

Exterior Appearance

- Relate the design of new housing to the general design character of surrounding buildings.
- Relate the shape of new buildings to the form of adjacent structures.
- Encourage articulation of the building facade through use of set-backs, bay windows, cornice details, entry details and other variations in horizontal or vertical planes.
- Relate set-backs to the set-backs of adjacent buildings.
- Avoid disruptive intrusion into a well-defined interior block open space.
- Enclose parking and minimize the necessary number of garage doors and curb cuts.
- Landscape all set-backs and relate the type of landscaping to that of adjacent properties.
- Provide street trees if none exist.

Recreation/Open Space

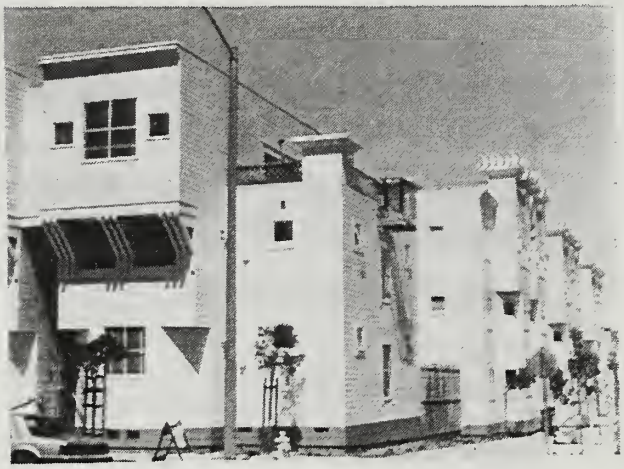
- Provide adequate on-site usable open space where feasible.
- Relate the type, amount and location of open space to the types of households to occupy the building.
- Provide convenient access from interior living areas to the open space.
- Design open space with consideration for the local climate.
- Relate open space to the open space on abutting properties.

Environmental Factors (Sunlight, Topography, Noise, Climate)

- Expose all units to natural light, and avoid severely reducing the light falling on adjacent buildings and open spaces.
- Insulate units from the intrusion of exterior and interior noise.
- Relate building construction to the topography, geology and climate of the area.
- Apply energy conservation measures in the design of the building.

Security

- Incorporate concepts of security in the design of the building, especially in the number of units per entrance, sense of personal space and ability of the residents to effect self-policing of the grounds and immediate surroundings.



Maintenance

- Use building materials which minimize maintenance needs and which maximize the potential life of the building.

POLICY 5

Modify proposed developments which have substantial adverse environmental impacts or otherwise conflict with the Master Plan.

Proposed new developments are given environmental evaluation which involves consideration of conformity of the development with the City's objectives and policies, including those expressed in the Master Plan. Projects with substantial adverse environmental impacts should be considered in conflict with the Master Plan, in the absence of substantial and overriding social or economic factors. Land use controls and the environmental review and discretionary review processes should be closely coordinated to obtain modification in development plans to eliminate or mitigate substantial adverse environmental impacts or Master Plan conflicts.

ACCESSIBILITY

OBJECTIVE 7

TO PROVIDE MAXIMUM HOUSING CHOICE.

Population diversity is one of San Francisco's important assets. To retain this diversity, a variety of housing opportunities should be available. Households should be able to choose the form of tenure most suitable to their needs, from either the rental or ownership housing stock. A variety of unit sizes is also important, so that both larger and smaller households can be accommodated in adequate numbers. Units of varied costs are necessary to provide opportunities for households of different income levels. Finally, there should be units with special features suitable for households with special needs.

Social and economic factors can discriminate against certain population groups and limit their housing opportunities. Racial minorities face constraints as to where they can live, leading to patterns of economic and racial segregation. Families with children are constrained by the types and sizes of units available to them; suitable units tend to be limited by erosion of the older housing stock and discriminatory rental practices. Standard housing units with special features for elderly and handicapped persons are in short supply. If San Francisco is to retain its economic, racial and cultural diversity, opportunities should be expanded for population groups for whom affordability and accessibility are crucial.

POLICY 1

Prevent housing discrimination based on age, race, religion, sex, sexual preference, marital status, ancestry, national origin, color or disability.

To insure housing opportunities for all people, the City should assist in the implementation of fair housing and anti-discrimination laws. The City should make use of opportunities in its interaction with community groups, businesses, and other agencies to eliminate housing discrimination. In addition, owners of City-assisted new and converted residential buildings should be required to adopt affirmative sales or rental policies.

POLICY 2

Promote adaptability and maximum accessibility of residential dwellings for disabled occupants.

Disabled San Franciscans are less able to compete for scarce housing units, in part because so many are not

physically accessible to them and in part because the disabled often have lower than average incomes. The City should take an active role to expand the availability of units suited to households with special needs. Housing could be made accessible or adaptable to the disabled. ("Accessible" means that the housing presents no physical barriers to handicapped people. "Adaptable" means housing whose entry and circulation are designed and constructed so that the unit can be made fully accessible by making relatively minor adjustments and additions rather than structural changes.) All housing newly constructed or substantially rehabilitated with city assistance should be made adaptable to the disabled and a portion of such housing (the goal should be at least 10%) should be made fully accessible.

POLICY 3

Promote the availability of units suitable for groups with special housing needs including large families, the elderly, and those needing group housing and emergency shelter.

In addition to the disabled, other households with special needs have difficulty finding suitable housing in San Francisco. Many large families, newly immigrated to the United States, are crowded into units designed for much smaller households. Many of the City's elderly citizens occupy housing which is not designed to meet their special needs. Shelters are not available in sufficient numbers to meet the needs of the city's homeless population. The psychiatrically disabled also have special housing needs. The City should take an active role to encourage the expansion of the availability of housing units suited to needs of these groups.



POLICY 4

Eliminate discrimination against households with children.

Households with children often have difficulty in finding suitable housing because many landlords do not want children as tenants. The City should prohibit discrimination against children and encourage the construction of units suitable for families with children.

POLICY 5

Encourage economic integration in housing.

Patterns of economic segregation are evident in San Francisco. Although housing opportunities for low- and moderate-income households are available in many areas of the city, they tend to be concentrated in a few areas. Special efforts should be made to expand housing opportunities for households of lower-income levels in other areas.

Private reinvestment in many areas of the city is resulting in displacement of low- and moderate-income households by higher income groups. Special efforts should be made to retain some low- and moderate-households in these areas.

POLICY 6

Provide adequate rental housing opportunities.

Since approximately two-thirds of San Francisco's residents are renters, the availability of sound rental housing is of major importance, especially for the young and elderly population, who tend to rent, rather than own, their residence. Low vacancy rates and high rents are indicators of a continuing demand for rental housing. At the same time market conditions, many of which are beyond the control of the City, are such that fewer rental projects have been built in recent years. The lack of development of rental housing is tied to many factors (capital costs, alternative investment opportunities, etc.), many of which are beyond the control of the City.

Nonetheless, the public sector should make a concerted effort to do what is within its control to encourage the development of rental housing and to ensure that there is an adequate supply. The loss of existing rental housing should be discouraged, particularly in areas of the City where few rental opportunities exist.



POLICY 7

Expand opportunities for home ownership.

The City should work to expand opportunities for owner-occupancy of housing and develop special programs to facilitate home ownership for households of varied income levels.

It is important that households be ready and able to assume the financial and management responsibilities of home ownership. To protect housing purchasers, the City should explore establishing such safeguards as presale inspections for all property transfers and should encourage home ownership counseling services.

POLICY 8

Regulate the conversion of existing rental apartment buildings into condominiums or cooperatives.

Conversion of existing rental apartment buildings to condominiums or stock cooperatives brings into conflict two desirable goals — expansion of homeownership opportunities and preservation of the existing rental housing stock. Conversions expand the amount of housing available for purchase but they do so by reducing the number of units available for rent and in the process displace existing tenants who cannot or do not wish to buy. In order to resolve this conflict, it is recommended that conversions be regulated by ordinance in such a way as to:

- Preserve a reasonable balance between ownership and rental housing in San Francisco by providing for an annual limitation on the number of units which may be converted in any one year;

- Promote the meaningful expansion of homeownership opportunities for existing tenants and prevent the displacement of existing tenants by requiring a high degree of tenant intent to purchase their rental unit as a condition of approval;

- Reduce the impact of such conversions on non-purchasing tenants who may be required to relocate by providing procedures for relocation, and providing for the reimbursement of costs resulting from such relocation;

- Prevent the displacement of elderly and disabled tenants by assuring them of extended leases to remain in their units subsequent to conversion;

- Assure that purchasers of converted housing have been properly informed as to the physical condition of the structure offered for purchase;

- Prevent the effective loss of the City's low and moderate income housing stock by requiring sales price limitations on those units proposed for conversion which are found to be part of the low or moderate income housing stock;

- Expand the supply of the City's low or moderate income housing stock by providing a minimum of ten percent low or moderate income housing units in any condominium subdivision or by construction of an equivalent number of such units elsewhere, or by in-lieu payments into a City Housing Development Fund.

During periods when the demand for rental housing is high yet new market rate construction is confined almost exclusively to ownership housing (and thus rental units lost through conversion are not being replaced) continued condominium conversion will result in a shift in the balance between ownership and rental housing. During

such periods, new construction should provide the majority of homeownership opportunities in multi-unit buildings. Conversions of existing rental units should be limited to the following situations:

- Conversion of existing residential buildings containing less than 30 units may be allowed when the occupants seek conversion to improve their housing opportunity.

- Conversion of long-vacant residential buildings should be allowed when it provides a guaranteed resource of affordable homeownership housing, inasmuch as new construction, without public subsidies, cannot provide such a resource.

POLICY 9

Ensure a distribution of quality board and care facilities.

Because of the availability of certain types of residential buildings and services in certain parts of the city, board and care facilities have tended to become concentrated in those areas. Applications for new facilities may continue to reinforce these concentrations unless they are carefully reviewed. It is desirable that board and care homes be distributed throughout the city so that people are offered a choice of locations and over-concentration of facilities in particular neighborhoods is avoided. Unless special circumstances warrant, the City should discourage new board and care homes in areas with existing concentrations of such facilities. In reviewing applications for board and care homes, the following factors should be among those evaluated:

- Number of board and care homes already operating in the area.

- Accessibility to recreational facilities and open space.

- Proximity to commercial areas and shopping.

- Proximity to community services.

POLICY 10

Promote the availability of units suitable for persons with varied lifestyles.



The City should support development of housing which can accommodate varied lifestyles. Changing social patterns and economic forces have changed the living patterns of many families and individuals. For instance, artisans have established living and working units in industrial areas where more space is available at lower cost. Congregate housing with central eating facilities is an alternate form of housing being used by many elderly households. These various types of living arrangements should be encouraged because they satisfy the needs and preferences of certain households, and frequently result in more efficient use of scarce land, space and energy than conventional living situations.

DISPLACEMENT

OBJECTIVE 8

TO AVOID OR MITIGATE HARDSHIPS IMPOSED BY DISPLACEMENT.

Because of the economic and social hardships involved when a household is forced to move, and the difficulty of funding replacement housing at comparable rents, every reasonable effort should be made to minimize the need to displace residents, particularly those with lower incomes or families with children, from their homes.

POLICY 1

Minimize relocation hardship and displacement caused by the demolition or conversion of housing.

Private demolition of housing can cause particular hardships because of the absence of relocation assistance programs for displaced households. Property owners should provide assistance in finding suitable relocation housing if any lower-income households are to be displaced. Property owners should inform tenants at the earliest possible date of any proposed demolition plans and should arrange for counseling assistance for the displaced households. Owners should not be permitted to demolish existing housing units until efforts have been made to assist tenants in obtaining relocation housing.

POLICY 2

Permit displaced households the right of first refusal to occupy any replacement housing units.

To minimize displacement and help protect the population already residing in an area, persons temporarily or permanently by publicly sponsored or assisted rehabilitation or new construction should be given the right of first refusal to occupy their former unit or a unit in the new structure. In cases of existing units converted to condominium or cooperative ownership, existing tenants should be given the right of first refusal to purchase the converted units.

POLICY 3

Provide relocation services where publicly funded actions cause displacement.

When displacement does occur as a result of public actions, uniform relocation services (counseling, locating replacement housing, and moving expenses) should be provided regardless of whether the displacement is caused by federal, state or locally funded activities.

REGIONAL COORDINATION

OBJECTIVE 9

TO ADDRESS HOUSING NEEDS THROUGH A COORDINATED REGIONAL APPROACH.

Housing is a regional concern. Problems such as the inability of large numbers of people to afford decent housing, inequities and discrimination in the housing market, and the inadequacy of public resources cross the boundaries of local jurisdictions and cannot be addressed solely on a local level. Region-wide strategies are needed. Investment decisions made by the private sector are rarely confined to the limits of single governmental jurisdictions—broader housing market areas are considered. A strategy dealing with housing problems in the Bay Area must therefore involve a regional approach. Furthermore, effective solutions to housing problems in the Bay Area can be developed only if all agencies and organizations dealing with housing in the Bay Area coordinate their activities.

POLICY 1

Encourage the balancing of regional employment growth with the development and growth of housing in the region.

San Francisco is part of the larger regional economy of the Bay Area and economic decisions made by one community often affect other communities in the region. Thus decisions made by some cities to limit commercial or residential growth impact other cities in the region. Efforts should be made to balance employment and housing growth within the region and to distribute employment and housing throughout the region.

POLICY 2

Encourage rehabilitation and development of housing in the Bay Area which will meet regional housing needs and contribute to the quality of life in the region.

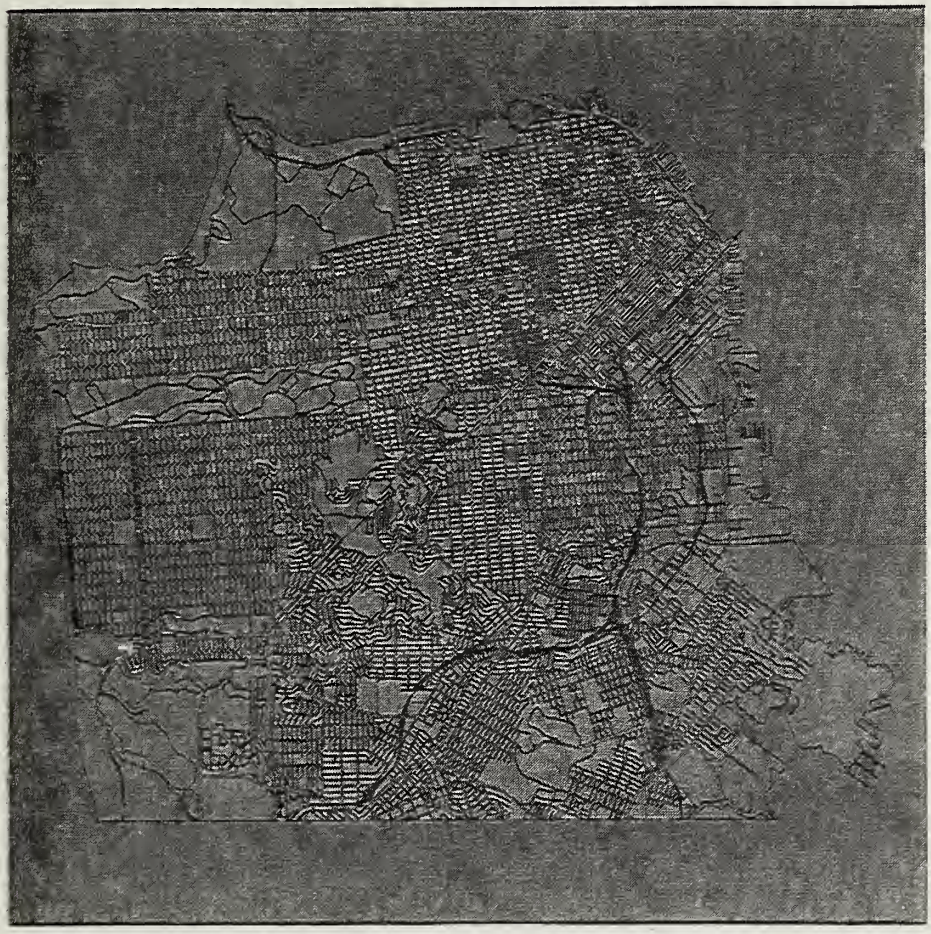
New residential development and rehabilitation of existing housing should be planned to conserve open space and to take advantage of the availability of employment opportunities, public transit systems, and community services. San Francisco should take an active role in promoting quality new housing development in the Bay Area which will not generate adverse impacts on the environment. In addition, San Francisco should promote and support housing rehabilitation throughout the region.

POLICY 3

Encourage the distribution of low- and moderate-income housing throughout the Bay Area.

Local communities throughout the Bay Area should accept responsibility for housing families of all income levels. At the present time, most of the region's subsidized housing for low- and moderate-income households is concentrated in the central cities, including San Francisco. Housing opportunities for low- and moderate-income households should be available throughout the region, and all localities in the Bay Area should provide their fair share of such housing. Responsibility should be shared by the public and the private sector.

COMMERCE & INDUSTRY



COMMERCE & INDUSTRY

AN ELEMENT OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO



COMMERCE AND INDUSTRY

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THE CITY AND COUNTY OF SAN FRANCISCO

DEPARTMENT OF CITY PLANNING

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SUMMARY OF OBJECTIVES AND POLICIES

GENERAL/CITYWIDE

OBJECTIVE 1

MANAGE ECONOMIC GROWTH AND CHANGE TO ENSURE ENHANCEMENT OF THE TOTAL CITY LIVING AND WORKING ENVIRONMENT.

POLICY 1

Encourage development which provides substantial net benefits and minimizes undesirable consequences. Discourage development which has substantial undesirable consequences that cannot be mitigated.

POLICY 2

Assure that all commercial and industrial uses meet minimum, reasonable performance standards.

POLICY 3

Locate commercial and industrial activities according to a generalized commercial and industrial land use plan.

POLICY 4

Establish commercial and industrial density limits as indicated in the Generalized Commercial and Industrial Density Plan map.

OBJECTIVE 2

MAINTAIN AND ENHANCE A SOUND AND DIVERSE ECONOMIC BASE AND FISCAL STRUCTURE FOR THE CITY.

POLICY 1

Seek to retain existing commercial and industrial activity and to attract new such activity to the city.

POLICY 2

Seek revenue measures which will spread the cost burden equitably to all users of city services.

POLICY 3

Maintain a favorable social and cultural climate in the city in order to enhance its attractiveness as a firm location.

OBJECTIVE 3

PROVIDE EXPANDED EMPLOYMENT OPPORTUNITIES FOR CITY RESIDENTS, PARTICULARLY THE UNEMPLOYED AND ECONOMICALLY DISADVANTAGED.

POLICY 1

Promote the attraction, retention and expansion of commercial and industrial firms which provide employment improvement opportunities for unskilled and semi-skilled workers.

POLICY 2

Promote measures designed to increase the number of San Francisco jobs held by San Francisco residents.

POLICY 3

Emphasize job training and retraining programs that will impart skills necessary for participation in the San Francisco labor market.

POLICY 4

Assist newly emerging economic activities.

INDUSTRY

OBJECTIVE 4

IMPROVE THE VIABILITY OF EXISTING INDUSTRY IN THE CITY AND THE ATTRACTIVENESS OF THE CITY AS A LOCATION FOR NEW INDUSTRY.

POLICY 1

Maintain and enhance a favorable business climate in the city.

POLICY 2

Promote and attract those economic activities with potential benefit to the city.

POLICY 3

Avoid public actions that displace existing viable industrial firms.

POLICY 4

When displacement does occur, attempt to relocate desired firms within the city.

POLICY 5

Avoid encroachment of incompatible land uses on viable industrial activity.

POLICY 6

Assist in the provision of available land for site expansion.

POLICY 7

Improve public and private transportation to and from industrial areas.

POLICY 8

Provide for the adequate security of employees and property.

POLICY 9

Maintain a competitive tax structure for industrial uses.

POLICY 10

Enhance the working environment within industrial areas.

POLICY 11

Maintain an adequate supply of space appropriate to the needs of incubator industries.

MARITIME

OBJECTIVE 5

REALIZE SAN FRANCISCO'S FULL MARITIME POTENTIAL.

POLICY 1

Develop and implement a comprehensive long-range maritime development program for the port.

POLICY 2

Focus investment on those port features in which San Francisco has a natural advantage. Create competitive advantages by providing more cost efficient freight handling facilities.

POLICY 3

Aggressively market existing maritime facilities.

POLICY 4

Avoid actions which may serve to displace desired existing maritime uses.

POLICY 5

Assure adequate funding for capital investments as well as operational expenses of the port.

POLICY 6

Foster the relation of maritime activity to other segments of San Francisco economy.

POLICY 7

Restore the fishing industry in San Francisco.

POLICY 8

Encourage maritime activity which complements visitor activity and resident recreation.

POLICY 9

Reestablish Hunter's Point Naval Shipyard as a major source of maritime employment and activity.

POLICY 10

Increase cooperation among bay ports.

POLICY 11

Pursue permitted non-maritime development on port properties.

NEIGHBORHOOD COMMERCE

OBJECTIVE 6

MAINTAIN AND STRENGTHEN VIABLE NEIGHBORHOOD COMMERCIAL AREAS EASILY ACCESSIBLE TO CITY RESIDENTS.

POLICY 1

Ensure and encourage the retention and provision of neighborhood-serving goods and services in the city's neighborhood commercial districts, while recognizing and encouraging diversity among the districts.

POLICY 2

Promote economically vital neighborhood commercial districts which foster small business enterprises and entrepreneurship and which are responsive to economic and technological innovation in the marketplace and society.

POLICY 3

Preserve and promote the mixed commercial-residential character in neighborhood commercial districts. Strike a balance between the preservation of existing affordable housing and needed expansion of commercial activity.

POLICY 4

Encourage the location of neighborhood shopping areas throughout the city so that essential retail goods and personal services are accessible to all residents.

POLICY 5

Discourage the creation of major new commercial areas except in conjunction with new supportive residential development and transportation capacity.

POLICY 6

Adopt specific zoning districts which conform to a generalized neighborhood commercial land use plan.

POLICY 7

Promote high quality urban design on commercial streets.

POLICY 8

Preserve historically and/or architecturally important buildings or groups of buildings in neighborhood commercial districts.

POLICY 9

Regulate uses so that traffic impacts and parking problems are minimized.

POLICY 10

Promote neighborhood commercial revitalization, including community-based and other economic development efforts where feasible.

GOVERNMENT, HEALTH AND EDUCATION SERVICES

OBJECTIVE 7

ENHANCE SAN FRANCISCO'S POSITION AS A NATIONAL AND REGIONAL CENTER FOR GOVERNMENTAL, HEALTH, AND EDUCATIONAL SERVICES.

POLICY 1

Promote San Francisco, particularly the civic center, as a location for local, regional, state and federal governmental functions.

POLICY 2

Encourage the extension of needed health and educational services, but manage expansion to avoid or minimize disruption of adjacent residential areas.

POLICY 3

Promote the provision of adequate health and educational services to all geographical districts and cultural groups in the city.

VISITOR TRADE

OBJECTIVE 8

ENHANCE SAN FRANCISCO'S POSITION AS A NATIONAL CENTER FOR CONVENTIONS AND VISITOR TRADE.

POLICY 1

Guide the location of additional tourist related activities to minimize their adverse impacts on existing residential, commercial, and industrial activities.

POLICY 2

Support locally initiated efforts to improve the visitor trade appeal of neighborhood commercial districts.

POLICY 3

Assure that areas of particular visitor attraction are provided with adequate public services for both residents and visitors.

COMMERCE AND INDUSTRY

INTRODUCTION

The Commerce and Industry Element sets forth objectives and polices that address the broad range of economic activities, facilities and support systems that constitute San Francisco's employment and service base. The plan serves as a comprehensive guide for both the public and private sectors when making decisions related to economic growth and change.

The plan is framed within three overriding goals which call for continued economic vitality, social equity and environmental quality. These broad goals are interrelated, and economic development decisions must be examined within their context. The challenge posed is to guide and encourage economic development in a manner that is responsive to near term needs, while also being consistent with long range goals and values.

The plan focuses on eight objectives, three of which address the general issue of economic planning. The remaining five objectives deal with specific sectors of San Francisco's economy. Objectives and policies for downtown office and retail are contained in the Downtown Plan.

In summary, the three general objectives call for managing economic growth and change to ensure enhancement of the total city environment, maintaining a sound and diverse economic base and fiscal structure, and providing expanded employment opportunities for city residents, particularly those that are unemployed.

The specific objectives are responsive to the several major economic sectors within San Francisco which include manufacturing and industry, maritime activities, office/administrative services, neighborhood commercial retailing, specialized regional retail trade, government services, and visitor trade.

The objectives and supportive policies are general in nature and provide the framework for decision making, priority setting and evaluation of costs and benefits as they relate to alternative proposals for economic development and change.

Likewise, the Commerce and Industry Element sets the framework for the more detailed planning that is required to meet the needs of specific economic activities, and to reconcile conflicts and competition among the various economic sectors, and other land uses and activities.

The Commerce and Industry Element, along with the other Master Plan Elements, is used in forming shorter range plans, special area plans and to guide public actions by various government agencies. The objectives and policies are referred to when reviewing zoning and land use changes, legislative referrals, development proposals, and the City's programs for economic development, change and adjustment, serving as a basis for guiding public and private decisions.

GOALS

The objectives and policies are based on the premise that economic development activities in San Francisco must be designed to achieve three overall goals:

1. Economic Vitality

The first goal is to maintain and expand a healthy, vital and diverse economy which will provide jobs essential to personal well-being and revenues to pay for the services essential to the quality of life in the city.

2. Social Equity

The second goal is to assure that all segments of the San Francisco labor force benefit from economic growth. This will require that particular attention be given to reducing the level of unemployment, particularly among the chronically unemployed and those excluded from full participation by race, language or lack of formal occupational training.

3. Environmental Quality

The third goal is to maintain and enhance the environment. San Francisco's unique and attractive environment is one of the principal reasons San Francisco is a desirable place for residents to live, businesses to locate, and tourists to visit. The pursuit of employment opportunities and economic expansion must not be at the expense of the environment appreciated by all.

These goals are interrelated and provide a perspective for evaluating future development issues in the city. All projects should be evaluated against all three goals in determining costs and benefits to the city's present and future population. The objectives and policies that follow seek to set a course for the city by which all three goals can be attained.



OBJECTIVES AND POLICIES
GENERAL / CITYWIDE

OBJECTIVE 1

MANAGE ECONOMIC GROWTH AND CHANGE TO ENSURE ENHANCEMENT OF THE TOTAL CITY LIVING AND WORKING ENVIRONMENT.

Nationwide, and particularly in San Francisco, there has been much attention focused on the issue of growth. An increasing public skepticism concerning the benefits of "growth" and greater awareness of the environmental and ecological consequences of continued growth and the loss of urban amenity, have served to put issues of economic development and related "growth" into the public spotlight. Examples of a local perception of the "growth-no growth" controversy have occured over whether or not further high-rise office development should be encouraged. Some are opposed to high-rise office development because of the consequences of large office buildings such as loss of views, congestion, imposition of closed, forbidding buildings during non-work hours, further changes from the city's traditional scale and character. Others favor such development because of the employment opportunities it provides. Opponents argue that the costs of high-rise office development exceed benefits.

Both points of view in the growth-no growth controversy contain valid elements, and the city would not benefit from total adherence to either position. The growth issue should not be seen as a matter of either/or, but rather a matter of managing future development so as to minimize or avoid its unacceptable consequences and maximize its beneficial aspects. While the attempt to manage and channel socially desirable growth for the betterment of the city is a more reasoned approach, it is also a considerably more challenging approach due to the need to weigh intangible costs and benefits, and the difficulty of developing, evaluating, comparing and enforcing measures to mitigate potentially harmful consequences. However, it is important to the well-being of the city that this process be undertaken.

POLICY 1

Encourage development which provides substantial net benefits and minimizes undesirable consequences. Discourage development which has substantial undesirable consequences that cannot be mitigated.

In situations where proposed developments have no significant adverse environmental effects and will result in positive fiscal and employment benefits for residents, and where the developments otherwise meet planning objectives, they should be encouraged. Conversely, a potential development which has significant adverse environmental effects and has negligible or negative economic and/or social benefits should be discouraged. In instances where proposed developments would cause adverse environmental effects but would also contain substantial economic and/or social benefits to residents it will be necessary to define carefully and analyze carefully all anticipated economic and social costs and benefits in order to provide decision makers with all available information and facts at hand concerning anticipated effects of the proposed development. Appropriate mitigation measures should be considered as part of the costs of development.

In recent years, Federal and State legislation has established administrative procedures whereby environmental impacts of proposed developments, often previously ignored, are to be carefully evaluated before approval of a development. The economic and social benefits of such developments are often presumed, and they sometimes are still unstated and unanalyzed.

Some of the implications that should be considered are changes in employment patterns and resultant impacts on the city's labor market; impacts upon existing businesses and on future development opportunities in the immediate neighborhood and district of the city; impacts upon existing City services that may require improvements; capital investments or new public employment as a result of the development; and any anticipated impacts upon the location and viability of economic development decisions being made in other areas of the city. The process for compiling and assessing these and other economic and social impacts should be initiated and in appropriate cases become a parallel effort to existing environmental impact assessment procedures.

POLICY 2

Assure that all commercial and industrial uses meet minimum, reasonable performance standards.

A critical aspect of development management is to mitigate negative impacts created by new development: economic, aesthetic, physical, environmental, and social.

To ensure that commercial and industrial activities do not detract from the environment in which they locate, and may in fact benefit their surroundings, performance standards should be applied in evaluating new developments. The policies of the Master Plan provide many of the standards to be used in evaluating development proposals. Other standards are found in various city ordinances and State and Federal laws. As necessary these standards should be reformed and additional standards developed.

POLICY 3

Locate commercial and industrial activities according to a generalized commercial and industrial land use plan.

The following principles are integral and basic elements of citywide land use planning policy for commerce and industry.

1. The natural division of the city into two distinct functional areas—one primarily for production, distribution and services, and the other for residential purposes and the community facilities which are closely related to residential activities—should be recognized and encouraged.

2. A working population holding capacity should be established for the city based on desirable and feasible density standards.

3. The working areas of the city should be defined and designated in extent so as to increase the efficiency of each of the areas as a specialized center of management, production, service or distribution.

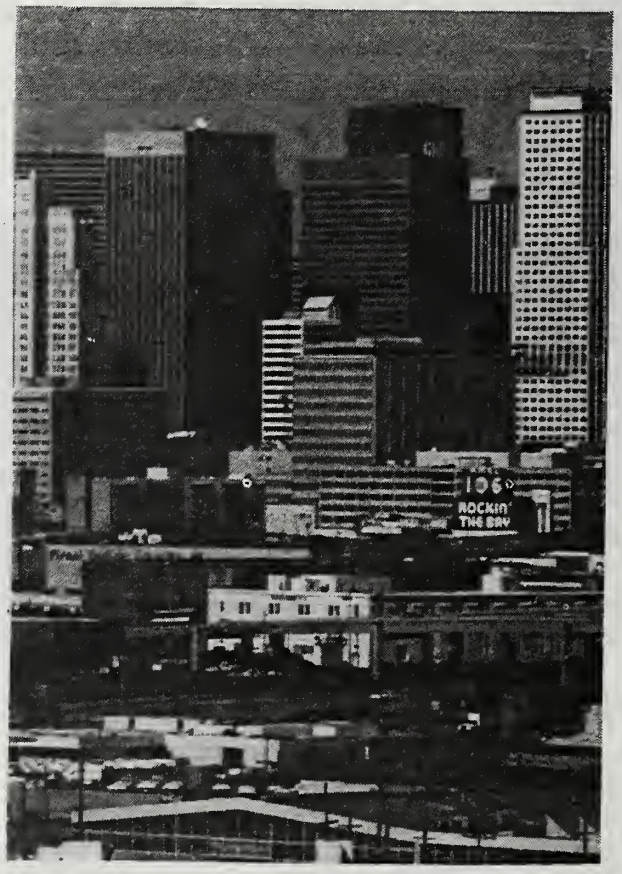
4. The working areas of the city should be related to the trafficways and transit systems so as to minimize time and distance in the journey to work from each of the community areas of the city and from within the San Francisco Bay Region.

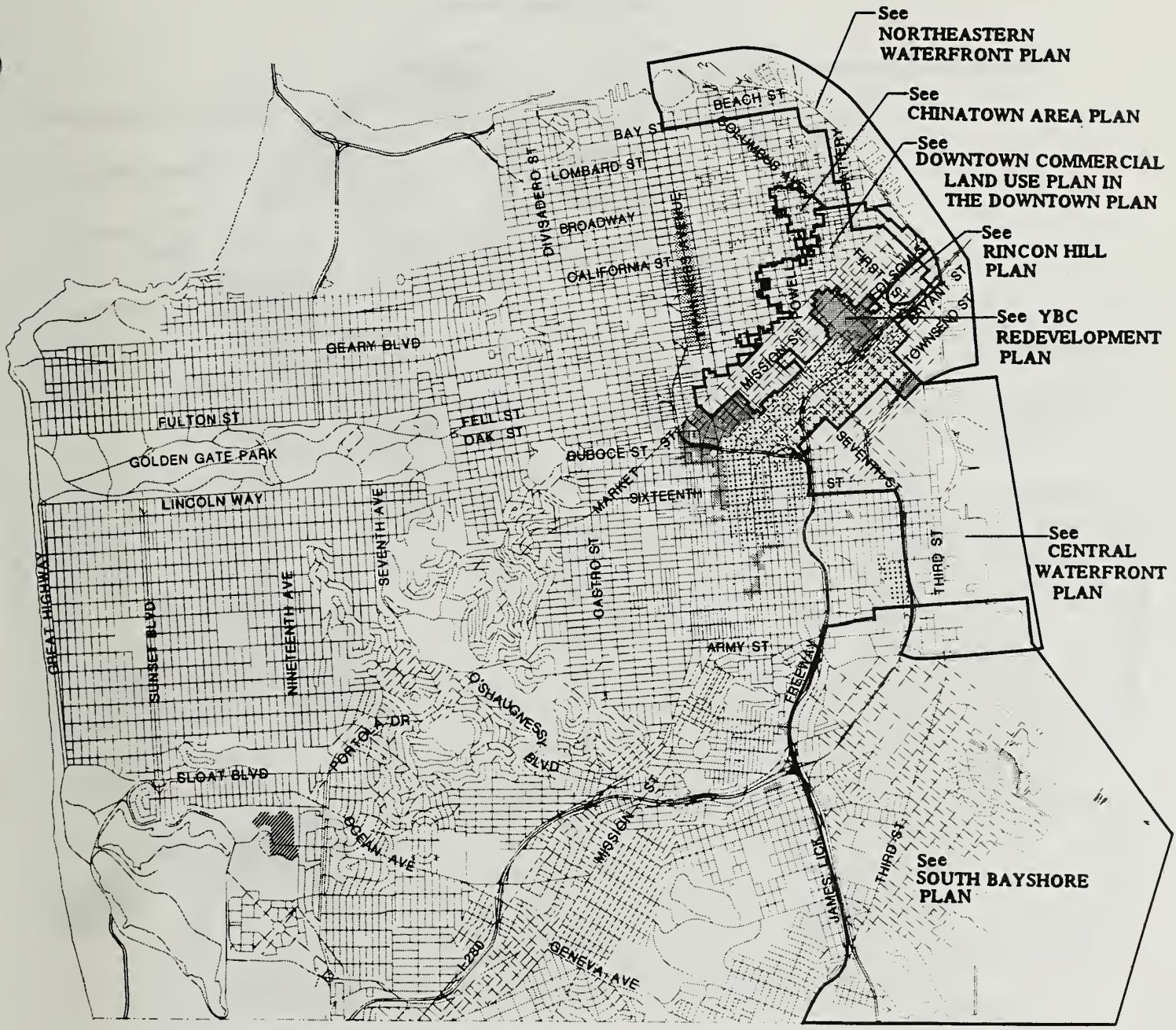
   Except in a few isolated instances the entire range of commercial and industrial activities of citywide importance is and should continue to be confined to the eastern flank of the city between the Bay and the first tier of hills rising west of the Bay. The types of use for which land should be allocated in the working areas are classified into four categories: 1) Downtown, 2) Business and Services, 3) Light Industry, and 4) General Industry.

The Downtown District contains the downtown shopping, entertainment and financial sections of the city as well as some of the downtown hotel quarters. Adjacent to this district is the primary area devoted to and designated for Business Services. These are businesses and uses which supplement and are necessary to the total economy of the downtown area. The other designated uses are those light and general industries which adjoin the harbor and occupy the flat land along the Bay shore of the city. The Plan indicates a transitional belt of light industry, between the general industrial section and residential sections in adjacent community areas.

POLICY 4

Establish commercial and industrial density limits as indicated in the Generalized Commercial and Industrial Density Plan map.





GENERALIZED COMMERCIAL AND INDUSTRIAL LAND USE PLAN

Map 1

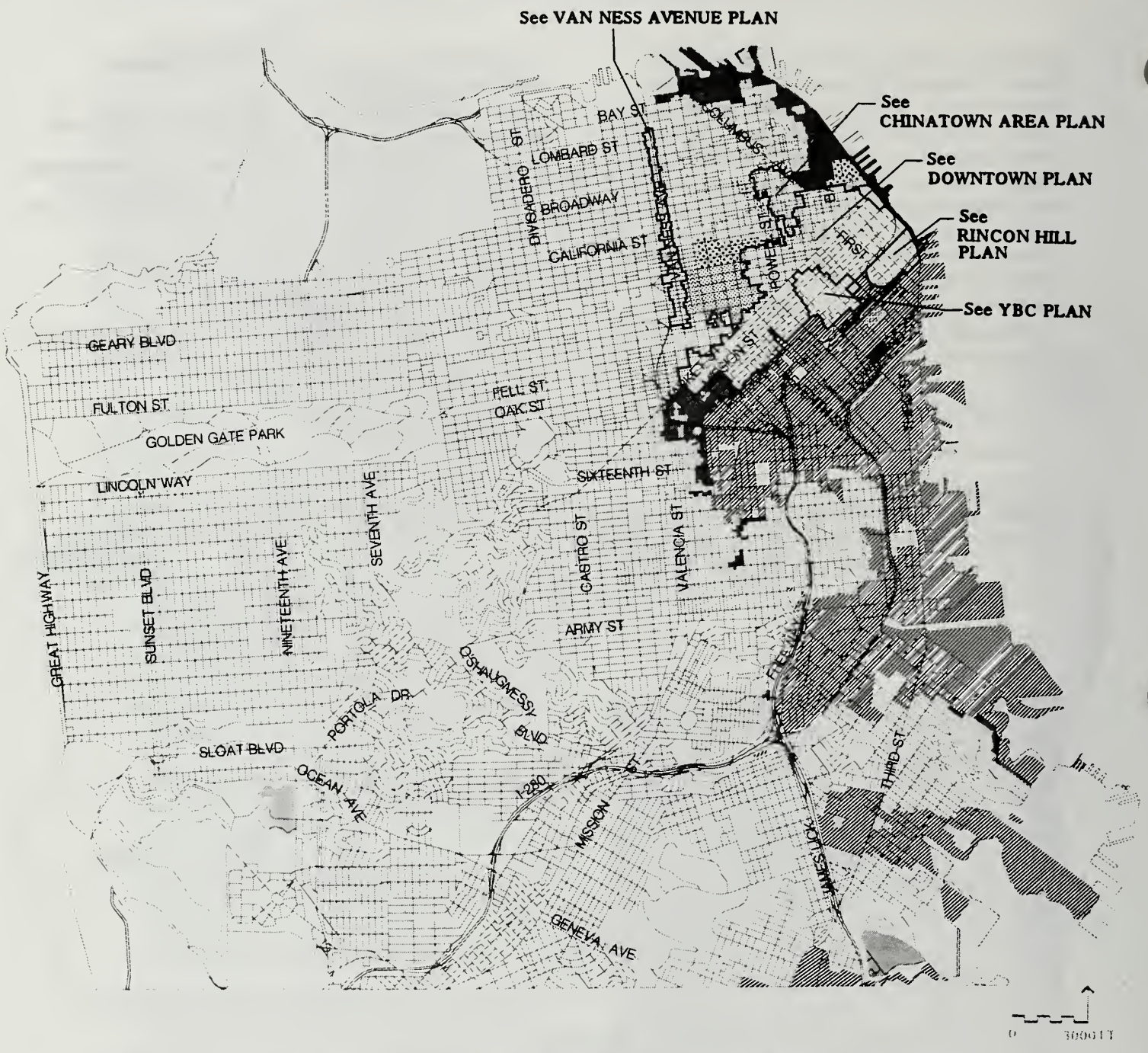
MAJOR SHOPPING

BUSINESS AND SERVICES

LIGHT INDUSTRY

GENERAL INDUSTRY

Note:
For Neighborhood Commercial Areas, see the Generalized Neighborhood Commercial Land Use and Density Plan.



GENERALIZED COMMERCIAL & INDUSTRIAL DENSITY PLAN
(Excludes Neighborhood Commercial Areas)

Map 2

DENSITY IN COMMERCIAL AREAS (including residential uses)

- 4.8–5.0 : 1 FAR
- 3.6 : 1 FAR

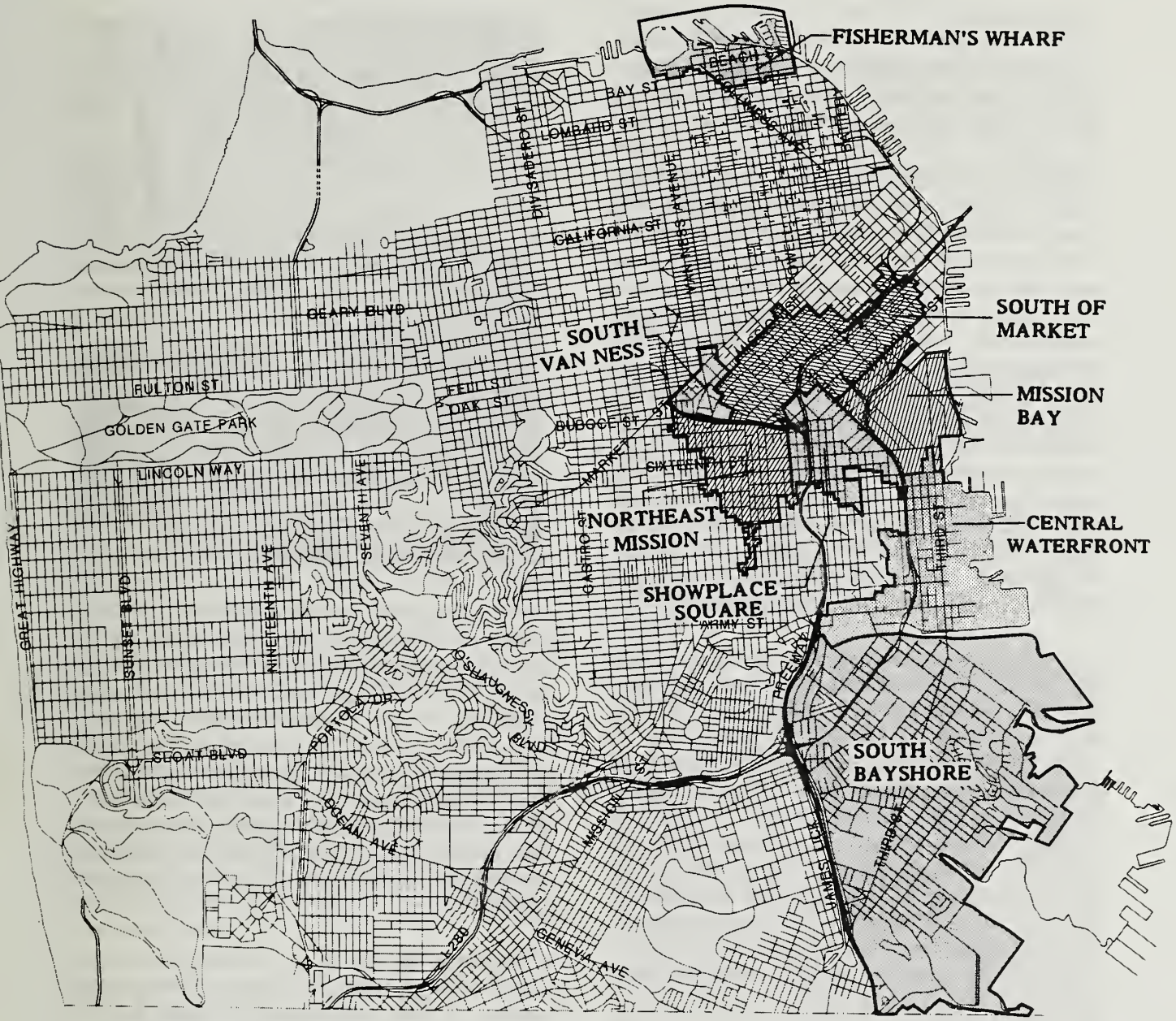
DENSITY IN INDUSTRIAL AREAS (including residential uses)

- 5.0 : 1 FAR

DENSITY IN RESIDENTIAL/COMMERCIAL AREAS (excluding residential areas)

- 4.8 : 1 FAR
- 3.6 : 1 FAR
- 1.8–2.0 : 1 FAR

Note:
In Commercial and Industrial districts, both FAR and dwelling unit density controls apply. In Mixed Residential- Commerical districts, FAR limits apply to nonresidential uses and dwelling unit limits apply to residential uses. See Map 3 in the Residence Element for dwelling unit densities. An additional 25% FAR may be added on corner lots in non C-3 districts. Public use areas are excluded.



AREAS UNDER STUDY

Map 3

Note:
This map is for informational purposes and is not an official part of the Master Plan.

OBJECTIVE 2

MAINTAIN AND ENHANCE A SOUND AND DIVERSE ECONOMIC BASE AND FISCAL STRUCTURE FOR THE CITY.

The continued health of the commercial and industrial sectors of the city is important to residents beyond the aspect of employment. A strong and viable business sector generates development of a broader property tax base. San Francisco must annually budget and expend money for the maintenance and upgrading of its public improvements -- roads, sewers, transit system, parks, and other facilities. As these costs escalate along with other social service delivery costs—schools, hospitals, social welfare, police, fire -- it is critically important to diversity and strengthen the tax base that pays for many of these improvements and services. When it becomes necessary to raise property taxes to pay these costs, the impact falls heavily on residents and business, contributing to the outmigration of population and industry. Strengthening and broadening the tax base is therefore vital to the continued economic health of the city.

There also is a need to diversify the economic base of the city. Because of regional and national economic forces over which there is little local control, the city's economy is becoming more specialized in the areas of finance, insurance and real estate, tourism, and government and personal services. Some of these sectors are subject to cyclical variations that may contribute to instability of the economy. Furthermore, excessive dependence on these sectors also has implications for personal lifestyles, as more and more residents are dependent on office "paper jobs" for their livelihoods. Therefore, to the extent it is possible to alter the trend of greater single industry specialization and provide more diversity in the types of activities and job opportunities, the City should seek to do so.

POLICY 1

Seek to retain existing commercial and industrial activity and to attract new such activity to the city.

Many of the decisions made by a business concerning its future location are determined principally by factors related to market conditions affecting the cost of doing business. Factors, such as the purchase, transportation and storage of raw materials, labor costs changes in the



nature or location of the consumers of the service or product, and obsolescence of capital equipment, are critical in determining whether a firm will move or not. There is little a city can do to alter these economic conditions in order to attract or retain a business. However, there are some factors that a city can affect in order to improve the possibility that a firm will decide to locate or remain in the city. The first step is to assess the needs of the business for such things as better transportation access, parking, room for expansion, security and a pleasant neighborhood environment for employees to work in.

In promoting the city as an area for potential firm location, it is important to be aware of those special aspects of location, environment, population and economic and social history that differentiate the city from other locations and make it a favored place for particular types of firms. In most instances these factors will be well known to a firm, and the City's receptiveness and "business climate" may be decisive in a determination to locate in San Francisco or a neighboring jurisdiction. The City should improve its chances for attracting firms by directing efforts toward business activities needing central city locations for office support, those benefiting from close proximity to a large, concentrated consumer population, and sectors for which San Francisco is already well known such as the design and apparel industries.

POLICY 2

Seek revenue measures which will spread the cost burden equitably to all users of city services.

A central city such as San Francisco performs functions for and provides services to the region for which it should be fully compensated. Older central cities have historically been the providers of services to both foreign and domestic immigrants to the country's urbanizing areas. Generally these people have come to the cities seeking new sources of employment and opportunity. Often they have not found the advantages they have sought and they have had to rely on the cities for inexpensive housing and for health and welfare benefits. The needs are those of society in general, yet the costs fall disproportionately upon the central cities.

In addition, the facilities and services of the central cities such as San Francisco provide employment, transportation, recreation, and cultural pursuits for populations that do not reside in the city and may not fully contribute to the costs of the public buildings, streets, transit, water and sewer systems and other facilities that they use. Additional revenue sources, such as taxes, user fees, and grants-in-aid should be sought which will more equitably compensate in the City for the functions it performs and the services it provides. Measures such as "employee" or "occupational" taxes may be appropriate. Legislation at the State level pursuing region-wide property tax and sales tax sharing systems should be developed. These systems could, if the formulas are developed correctly, allocate revenues to jurisdictions based on need rather than ability to attract commercial or industrial uses.

POLICY 3

Maintain a favorable social and cultural climate in the city in order to enhance its attractiveness as a firm location.

An important factor in choosing to locate in San Francisco or to remain once here is the attractiveness of the city as a place to live, work and pursue recreational interests. Recognition must be given to the importance of public efforts to improve the environmental quality in residential neighborhoods, provide recreational and cultural opportunities, and to improve the quality of the schools, and create and protect other amenities. Those aspects of the city have direct economic value. Desirability as a place to live and as an area in which to enjoy cultural and recreational activities are particularly important factors in determining location for the types of activities for which San Francisco enjoys a comparative advantage. If the city is to maintain its economically vital areas, it must assure that these social, cultural and environmental factors remain strong assets.

OBJECTIVE 3

PROVIDE EXPANDED EMPLOYMENT OPPORTUNITIES FOR CITY RESIDENTS, PARTICULARLY THE UNEMPLOYED AND ECONOMICALLY DISADVANTAGED.

In order to maintain a relatively stable and balanced City economy, new employment opportunities must be made available, offsetting a gradual loss of jobs in certain economic sectors such as manufacturing, wholesaling and food processing.

A major thrust of public efforts to expand employment opportunity should be directed toward the economically disadvantaged, and those under-employed or marginally employed and seeking productive and rewarding employment. San Francisco, like many central cities throughout the nation, has a relatively high percentage of its population unemployed. This problem is attributable to many factors including lack of formal education, inadequate or inappropriate skills for participation in areas of employment expansion, language difficulties, employment and housing discrimination and a sluggish national economy. There are limits to the ability of a local government to alleviate the general unemployment problem, in view of the profound effects of regional and national private investment factors in the local situation. However, there are some measures the City can take that will improve the employment climate and assist the unemployed and economically disadvantaged in gaining access to San Francisco jobs. The City should also take into account opportunities for employment outside of the city. A more active involvement at the regional level in assisting unemployed residents to locate jobs outside the city might aid in alleviating the disproportionately high rate of unemployment found in the city.

POLICY 1

Promote the attraction, retention and expansion of commercial and industrial firms which provide employment improvement opportunities for unskilled and semi-skilled workers.

The greatest incidence of unemployment in the city is generally found among those without particular types of employment skills or educational training. The largest number of jobs, and the most desirable employment opportunities, tend to occur in the professional, technical, managerial and clerical fields in which either educational or practical on-the-job training is required to meet employment qualifications. Therefore, many unemployed and marginally employed residents of the city are unable to unable to take advantage of employment expansion in a number of the areas of employment growth in the city due to the lack of needed skills.

Sectors of the local economy which typically hire numbers of unskilled or non-technically trained persons are the tourist and service related industries such as hotels and restaurants. However, these employment sectors tend to be seasonal and low-paying in nature. Many of the economic activities which in the past have provided the largest sources of semi-skilled employment or entry-level jobs have included small-scale manufacturing, wholesaling, food processing, printing and publishing are experiencing employment declines due to relocation, consolidation, and business failure. The City should promote the retention of these activities and the expansion of sectors such as warehousing, apparel manufacturing, services, communications, and commercial printing in order to improve job prospects in these fields.

One employment sector that often serves to be a source of employment opportunity to minorities and low-skilled workers is the small business sector. However, small newly formed businesses suffer from a high percentage of business failures. Expansion of the small business sector would create more employment opportunities immediately accessible to these important groups.



The City should also assist in promoting employment opportunities that provide employment stability, decent wages, and opportunities for advancement. Many of the city's underemployed work under conditions of high turnover, lack job security, low pay, and remote possibilities for advancement. Such jobs are found principally in visitor-trade-related occupations, personal services, institutions, and temporary government employment programs. Although these employment areas offer initial job opportunities for many low-skilled individuals, measures need to be taken to build in greater stability and opportunities for career advancement. Care should be taken to assure that such jobs do not become "dead ends," i.e. jobs which provide no opportunities for advancement.

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POLICY 2

Promote measures designed to increase the number of San Francisco jobs held by San Francisco residents.

Approximately two of every five jobs generated by San Francisco's economy are held by non-residents. The percentage of San Francisco residents in the total employment base varies according to type of industry, occupational group and income level. Persons in the higher-paying occupations -- managers, administrators, craftsmen -- are less likely to live in the city than persons employed in sales, in clerical jobs, or as operatives. The only exception is in the professions, where there is a relatively high percentage of residents.

Better labor mobility must be coupled with strong efforts to promote the hiring of residents by firms located in San Francisco. In some cases, such as in the letting of City contracts, it may be appropriate to require that hiring preference be given to San Francisco residents.

Efforts made to expand employment opportunities for unemployed and disadvantaged city residents must also address the question of racial, sexual, and other barriers between sectors of the labor market. A vigorous affirmative action program is necessary to permit minorities and women (who typically experience high rates of unemployment and underemployment) access to jobs with adequate compensation and advancement possibilities, particularly in the white-collar sectors where employment is growing most rapidly and possibilities for management and mid-level advancement occur. The City should utilize its good offices to encourage business to participate actively in employing resident minorities and women in jobs that provide training and skill development. The City should also ensure that its departments and contractors practice affirmative action in hiring programs.

POLICY 3

Emphasize job training and retraining programs that will impart skills necessary for participation in the San Francisco labor market.

The long-term unemployment impact from the loss of a particular type of business activity depends upon the ability of those unemployed to find jobs in related and closely allied fields. The degree to which unemployed individuals can change occupations -- their labor mobility -- depends on a number of factors such as skill level, income range, availability of jobs in other related areas, knowledge of those opportunities. Retraining and initial job training programs are two important public efforts toward increasing mobility within the unemployed resident labor force. Training directed toward the expanding office and office support occupations -- general services, technical sales, clerical -- should continue to be emphasized in both basic educational and occupational programs. The City should assist in providing these programs to those groups most in need of such services: the unemployed with limited work skills, the poor, the underemployed, women, and persons with limited English-speaking ability.

During the past several decades, the finance, administration and service sectors have been growing, and manufacturing, wholesaling and related industrial areas have declined. In response to these changes, the resident labor force is gradually drifting to reflect more closely the skills required in expanding areas of employment opportunity. The degree to which labor force mobility and change will allow skills and opportunities to mesh will greatly influence the ability of the city to solve its unemployment problems. To accomplish this a greater emphasis needs to be placed upon improving the ability of San Francisco's labor force to change and up-grade occupational skills.

POLICY 4

Assist newly emerging economic activities.

San Francisco attracts skilled people of all types, especially the artistically oriented, including artists, crafts people, dancers, film makers, musicians and theater groups. A growing number of live-work-show artist studios in the city attest to the city's attractiveness to artists. Because a growing number of city residents are deriving all or a portion of their livelihood from craft and other artistic endeavors, the city should recognize this as a form of economic activity and provide assistance to them.

The conceptualization, production and marketing of new products and services, due to changing technology or consumer tastes, is often referred to as an "incubator" industry. These ventures characteristically have a potential but lack sufficient capital, technical expertise, and managerial experience. The city should assist in providing technical assistance to these ventures. Some

of these ventures eventually grow to medium and big size businesses yielding substantial economic benefits in terms of jobs and tax revenues to the city. One of the most promising incubator industries is the solar heating industry, due to rising costs of natural gas and heating oil.



INDUSTRY

OBJECTIVE 4

IMPROVE THE VIABILITY OF EXISTING INDUSTRY IN THE CITY AND THE ATTRACTIVENESS OF THE CITY AS A LOCATION FOR NEW INDUSTRY.

The dispersion of manufacturing activities from their initial concentration in San Francisco during the mid 19th Century has been a gradual process. Since the beginning of the century, aside from the stimulation provided by two major world wars, manufacturing has steadily declined in importance as an employer and land user in San Francisco just as it has gained in other parts of the Bay Region. San Francisco is not alone in experiencing a decline in the manufacturing and wholesaling sectors of industrial activity. Central cities, almost without exception, have experienced this trend largely for the same objective reasons that it has occurred in San Francisco - population shifts toward suburban areas, technological developments which demanded land-intensive structures, rising wages, escalating local taxes and costs of doing business in central cities. San Francisco has never been heavily dependent on manufacturing as an employer and tax base provider. This fact has lessened the impacts of fiscal and employment declines.

The employment decline experienced by the manufacturing sector was inevitable to the extent that the factors causing the outmigration were beyond the control of the city. However, the amount of continued decline can be, to some extent, influenced by the city. It is not likely that, given limits on available financial resources for massive redevelopment, the city can significantly overcome the objective factors which have lead to the loss of employment. However, cost-effective policies designed to reduce the loss of employment opportunities can and should be pursued which would be directed towards improving the climate for business in the city and providing adequate areas and services to encourage firms to remain in the city.

Furthermore, despite the decline of manufacturing generally, there are activities mentioned below, for which the central city remains an attractive location. Growth in these areas should be encouraged.

POLICY 1

Maintain and enhance a favorable business climate in the city.

The creation and maintenance of a positive relationship between city government and private industry is an important factor for many industries in choosing to stay or relocate. A good business climate includes the feeling on the part of business that they have a "receptive ear" when they approach City government with a problem or



request for assistance. One effective way of maintaining a positive business climate would be to improve the capability of City departments to intervene in situations of potential relocation and to coordinate City activities to respond to business needs. Intervention to assist businesses in staying in the City should only be done where the costs of doing so do not exceed the benefits to the city.

POLICY 2

Promote and attract those economic activities with potential benefit to the City.

Along with efforts to retain businesses, the City must attempt to attract new businesses to the city. It is likely that the City would have to undertake very costly measures such as major redevelopment combined with tax exemptions and subsidies in order to attract businesses for which a San Francisco location does not offer a comparative advantage. However, there are a number of economic activities for which the City does have a comparative advantage. Examples include the manufacturing of apparel and other textile products, small scale furniture manufacturers, commercial printing, communications companies, and business, medical and educational services. By concentrating attraction efforts on such enterprises the expenditure of the City's limited resources can be much more cost effective.

POLICY 3

Avoid public actions that displace existing viable industrial firms.

In some instances, public activities such as redevelopment efforts or public facility expansion or improvement can result in a physical displacement of a business. All too often when this occurs relocation is to a site outside the city. The City should recognize that many firms remain in the city primarily because of inertia, fixed investments in plant and equipment or excessive moving costs. These factors are overcome when public displacement occurs since moving costs and fair market value for land and facilities are paid by the City. Care should be taken to avoid unnecessary displacement. In determining the costs and benefits of the action causing displacement, the loss of taxes and jobs if the firm relocates outside the City should be looked at as costs.

POLICY 4

When displacement does occur, attempt to relocate desired firms within the city.

When dislocation is unavoidable, the City should seek to assist the displaced firm in obtaining a suitable alternative site in the city. This is particularly true if the situation is one in which the employment and tax revenues to the City outweigh costs to the City; it may well be appropriate to use public funds and redevelopment power to create a relocation site within the city for displaced firms.

POLICY 5

Avoid encroachment of incompatible land uses on viable industrial activity.

There are a small number of locations in the city which are a mixture of residential, commercial and industrial uses which were developed prior to modern zoning controls with separate uses. The South of Market area is a prime example. Such areas are resources of needed low cost housing and should be preserved and improved where feasible. Care must be taken, however, to assure that residential expansion is carried out in a way that will not cause eventual large scale displacement of the existing viable businesses.

Another potential problem results from the proximity of the growing office core to smaller scale business and industries in the South of Market area. Growth of the downtown office core should be carefully guided to avoid unnecessary dislocation.

POLICY 6

Assist in the provision of available land for site expansion.

Although San Francisco has a considerable amount of underutilized land available for industrial development, land is not always available in locations where new development is desired or feasible. A major problem facing many San Francisco industries is the lack of room for expansion. The cost of acquiring adjacent property, if it is developed, may be prohibitive to the firm. The initiation of small scale redevelopment activities to eliminate obsolescent and vacant buildings would allow land to become available for new development. Such actions might well prove financially beneficial to the city if vacant parcels and buildings could be utilized to generate increased tax revenues. Formation of a land bank by selected parcels of land received by the City could aid industries beneficial to the city by providing a relocation resource.



POLICY 7

Improve public and private transportation to and from industrial areas.

The accessibility to a suitable labor force is a critical factor in determining industrial site location. The lack of adequate public transportation services to the industrial areas of the City dictate that blue-collar workers provide their own transportation. Consequently, the availability of parking spaces is a problem within many of the city's industrial areas, particularly in the South of Market area.

Many industrial areas are inadequately served by public transportation routes which also serve residential areas of the city. Therefore, the transit time from residential areas to the industrial activities is prohibitive. Improved transit service would make these residential areas more accessible to commuting workers and would also reduce the parking problems currently encountered in commercial and industrial areas.

In addition, some underdeveloped industrial areas are relatively isolated in terms of being able to move goods and services to and from them efficiently. Their development potential would be enhanced if transportation access from these areas to regional transportation linkages were improved. One of the advantages of the Southern Crossing would have been the improved regional access to the Southeastern section of the city. Other means - without the disadvantages of the Southern Crossing - should be sought.

POLICY 8

Provide for the adequate security of employees and property.

Vandalism, in certain of the city's industrial areas, causes large losses for firms and threatens employee security. In some instances, firms in areas where fear of crime is a particular problem have difficulties attracting

a qualified work force. Concern about security of employers and employees can affect plans for expansion and may cause relocation. It also affects employee turnover. Measures such as increased police presence and surveillance of industrial areas and improved lighting are important in providing a sense of security for employers and employees.

POLICY 9

Maintain a competitive tax structure for industrial uses.

The local tax structure can influence locational decisions for firms. There may be situations where, when all other things are equal, a more favorable tax situation in a neighboring jurisdiction may induce a firm to relocate.

A delicate balance must be maintained. Commerce and industry should bear its fair share of the costs of city services. However, the tax rate should not be so great compared to other jurisdictions that the activity is induced to leave the city.

POLICY 10

Enhance the working environment within industrial areas.

Public efforts to enhance the environment of industrial areas with little or no cost to the city should also be pursued. The promotion of a limited number of small retail areas, restaurants, small parks, and pleasant sidewalks would serve to improve the environment of many dreary industrial areas. City actions of this sort can significantly influence the attractiveness and appeal of industrial neighborhoods.

POLICY 11

Maintain an adequate supply of space appropriate to the needs of incubator industries.

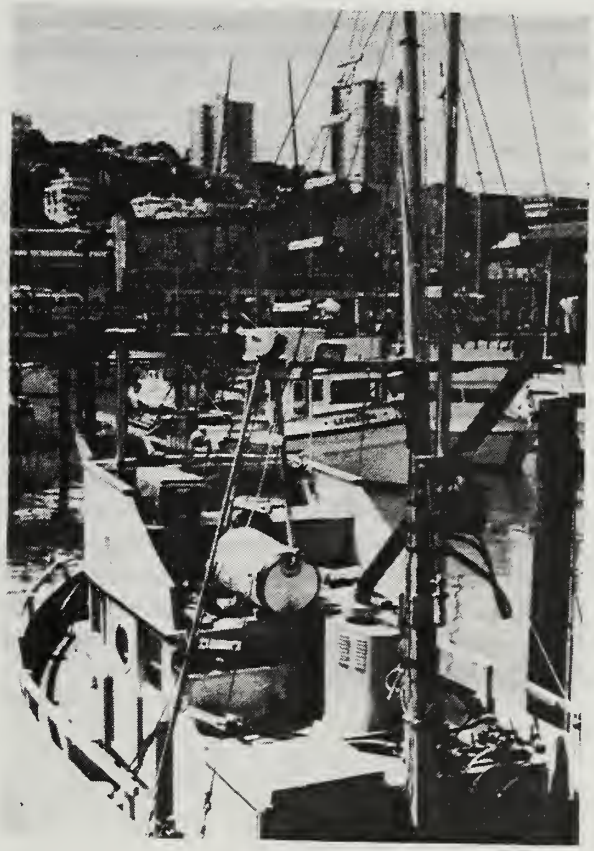
Small, emerging industries in the City, many utilizing new technologies, are dependent on relatively inexpensive space accessible to prospective markets. Examples of these "incubator" type industries include electronic data processing firms, business services, apparel manufacturing and design, crafts manufacturing, etc. During the early stages of developments, while markets are being established, fixed costs such as rent and transportation must be kept at minimal levels. Larger, older buildings with storage and loft space are particularly valuable. The South of Market area is currently serving as a functional area containing a supply of such spaces needed by new businesses. The maintenance of a reservoir of such spaces, which can fulfill these needs, is needed.

MARITIME

OBJECTIVE 5

REALIZE SAN FRANCISCO'S FULL MARITIME POTENTIAL.

San Francisco began and has developed as a maritime City. The city offers great natural advantages as a port. Maritime activity has stimulated the development of San Francisco as a commercial center of the West Coast and has contributed as much to the special flavor of San Francisco.



The city has been a gateway to the West and the world beyond. The advents of rail, highway travel, air transportation and telecommunications have, however, increasingly lessened San Francisco's dependence on water-related activity. Other Bay ports have matured and San Francisco has lost its preeminence as a port city, and much of its waterfront is under-utilized. However, the role of maritime activity in San Francisco's economy remains significant in terms of the jobs it offers to skilled and semi-skilled workers. In addition, most maritime activity offers the additional benefit of being a relatively "clean" industrial activity; many of its potential adverse consequences, such as congestion and noise, can be overcome.

The prospects for strength and considerable growth in world and Bay Area maritime activity are optimistic. Rail rates and shipping times to the East, for example, are the same for all Bay Area Ports. However, San Francisco has not capitalized on this growth potential. A lack of adequate financial and management resources, utilization of developing technologies, necessary land for development and the financial burden of maintaining existing facilities have contributed to this situation.

POLICY I

Develop and implement a comprehensive long-range maritime development program for the port.

Cargo traffic through the Bay Area is expected to continue to grow at least through the year 2000. Ports which can offer the fastest movement of goods at the least cost will capture increasingly greater shares of this growth. In recent years port development and expansion has been achieved by the aggressive and foresighted utilization of new technologies and techniques such as containerizaton, lighter aboard ship, roll on -roll off, mini- and maxi-bridge and automated dry-bulk feeders.

The Port should develop and carry out a comprehensive long-range maritime development program which assesses future cargo market demand, developing technologies which might be employed in San Francisco to meet the demand, and land and capital investment which will be necessary to permit San Francisco to capture a reasonable share of the market.

POLICY 2

Focus investment on those port features in which San Francisco has a natural advantage. Create competitive advantages by providing more cost efficient freight handling facilities.

It is particularly important to focus limited resources on those areas in which San Francisco has a competitive advantage rather than to provide facilities to compete with other Bay ports for the same market. For example, San Francisco has one of the greatest potentials for deep-water port development on the West Coast. It also retains its attractiveness as a break bulk port. On the other hand, it has only a limited ability to compete for the container market: unstable land fill conditions make the cost of preparing suitable back-up space extremely high.

It may be possible in the future to create competitive advantages by anticipating future shipping needs and technologies. Investments will necessarily be selective because funds will be limited. Investment strategy therefore should include an assessment of natural advantages and of the potential for increasing competitive advantages by use of advanced technologies.

POLICY 3

Aggressively market existing maritime facilities.

Facilities such as the Grain Terminal, the Free Trade Zone and Pier 80 are presently underutilized. New container facilities are not being used to their maximum potential.



While the long term growth and competitive advantage of the Port may be realized through initiation of new capital investments, it is also important to maximize the return on existing maritime facilities. This will require aggressive promotional and marketing techniques.

POLICY 4

Avoid actions which may serve to displace desired existing maritime uses.

Historically, maritime activity in San Francisco was principally located along the Northern Waterfront. Expansion of office uses within the Embarcadero Center, and the development of residential uses in the Golden Gateway Project have resulted in increased pressure on maritime uses in the Northern Waterfront area. This expansion should not be permitted to encroach on designated maritime areas as long as maritime use remains feasible.

Available waterfront land is a limited resource and maritime activity remains vital to the city's economy. It should therefore have priority use of waterfront lands that it may realistically need to survive. Specifically, piers in active maritime use should remain so unless it can be clearly established that the maritime use can be relocated elsewhere on the waterfront and the area put to a more desirable use.

POLICY 5

Assure adequate funding for capital investments as well as operational expenses of the port.

All major ports are subsidized in some form. Some receive tax overrides or have independent taxing authority. Others receive oil royalties or airport revenues.

The Port of San Francisco has financed its operation and development since it came under local control by means of its revenues and a general obligation bond. However, there is increasing likelihood that the Port's costs will soon exceed its revenues.

Both the capital investment necessary to regain competitive advantage and the funds necessary for proper operation of existing facilities must be assured. If sufficient revenues to meet Port needs are not forthcoming, some form of public subsidy should be provided. Although the City took over the Port from the State with the pledge that the Port would not go on the tax rolls, changed circumstances may necessitate and justify a modification of that commitment. Public funds spent to aid and enhance a port's operation can be an excellent investment by providing jobs and direct and indirect revenues.

POLICY 6

Foster the relation of maritime activity to other segments of San Francisco economy.

Many of San Francisco's commercial activities such as financing, warehousing, and import-export activities grew historically as a result of their close relationship to maritime trade. That link between national and international trade and San Francisco's economic health has not diminished to this day, though other modes of transport and communications have supplemented shipping.

Those who ship or receive cargo benefit from a port in closer proximity to their home office or ultimate point of delivery where inspections, drayage or deliveries are easier. Many service industries and offices serving maritime trades throughout the Bay Area are located in San Francisco by historical precedent and benefit by a proximity of their customers or clients. This is a source of competitive advantage vis-a-vis other Bay Area and western ports and should be exploited.

POLICY 7

Restore the fishing industry in San Francisco.

Generations of visitors have been charmed and many tables graced by the San Francisco fishing fleet. The many restaurants and close residential areas created a significant market for their catch. Fishing has benefited San Francisco's economy as employer, retailer and as a part of the large and growing tourist industry.

In recent years, however, the facilities for docking and fish processing have deteriorated and the fleet has diminished. Local unavailability of fish and the high cost of land and facilities in San Francisco have had serious effects on the industry.

Commercial fishing, fish processing and businesses which provide services to the fishing fleet should be encouraged and expanded, particularly in the area of the Hyde Street Pier and Pier 45.

POLICY 8

Encourage maritime activity which complements visitor activity and resident recreation.

San Francisco has long been a romantic terminus for passenger ships. These activities have contributed to the positive image of the Port of San Francisco as well as brought visitors to the city. While the airplane has replaced the ship as the primary means of personal transoceanic travel, the declining passenger ship activity has been stabilized by the emergence of cruise ships. For these ships, San Francisco may be an embarkation point or a stop en route. Facilities for passenger ships have, however, deteriorated in recent years. Pier 35, the pier now used, is old and in need of modernization. However, it affords a dramatic entrance or exit from San Francisco, is close to other visitor attractions, and is convenient to hotels and lend transportation. These passenger facilities should be maintained and improved.

Boating has become an increasingly popular recreational sport. Additional small boat marinas along the San Francisco waterfront can provide attractive, low cost assets which bring revenue to the city and should be provided at appropriate locations.

POLICY 9

Reestablish Hunter's Point Naval Shipyard as a major source of maritime employment and activity.

Until its closure in 1974, the Hunter's Point Naval Shipyard was a major source of maritime employment and activity, both military and civilian. At its peak, the shipyard was one of the largest industrial employers in the city. Efforts to revive use of its facilities should be encouraged. In addition to the important ship repair, ship building, docking and other industrial facilities which remain but are unused, the shipyard presents opportunities for additional industrial and maritime uses. Perhaps its most important asset is its proximity to natural deep water. There is the potential for the development of a deep water port designed to carry high capacity bulk cargoes. West Coast ports, such as Long Beach, Portland and Seattle, are investigating and pursuing their own potential for deep water port development. Vancouver has developed a deep water port. Hunter's Point appears to offer one of the best and least expensive opportunities for such a facility if some of the environmental problems it poses can be solved.

POLICY 10

Increase cooperation among bay ports.

San Francisco has suffered in the recent competition with Oakland and to lesser extent other Bay Area ports. They have been better able to marshal requisite capital and land to take advantage of new technology. This process of shifting to new facilities occurs in every major world port, but in almost all situations the old and new facilities are controlled by the same agency or jurisdiction. To remain competitive, ports must be prepared to offer a range of services and hope that resources are sufficient to prepare for and take advantage of new technology.

National and international shippers view the Bay Area as a single destination since times and rail links are the same. The economics of Bay Area communities are linked by workers and trade and could benefit by mutual cooperation. Bay Area ports should work to avoid unnecessary duplication of facilities and encourage each port to develop its own particular strengths. It may be that in the long run a single regional port agency will best serve everyone's interest.

POLICY 11

Pursue permitted non-maritime development on port properties.

The Port of San Francisco is the owner of more land along the waterfront than is likely to be put into maritime use. Some of these properties, primarily, but not exclusively, the area from North China Basin to Fisherman's Wharf, are suitable and attractive for residential, commercial or recreational uses.

In the past, non-maritime development on port properties, particularly development on piers over the water, has been plagued by community disagreement and by conflicting plans for the various public entities that must approve non-maritime development. The "Plan for the Northeastern Waterfront," which is part of the City's

Master Plan, was developed with the participation of diverse interests in the waterfront and it has been endorsed by the Port Commission. It also is consistent with the Bay Conservation and Development Commission's Plan for the San Francisco waterfront. These plans permit, in various locations, non-maritime development which will not usurp or conflict with maritime development and which will provide substantial revenues to the Port and the City while at the same time contributing to the environmental quality of the area. These opportunities should be vigorously pursued by the Port or some other agency on behalf of the Port to provide needed revenues for development of the Port's maritime facilities.

DOWNTOWN OFFICE
DOWNTOWN RETAIL

See "SPACE FOR COMMERCE" Section of the Downtown Area Plan.

NEIGHBORHOOD COMMERCE

OBJECTIVE 6

MAINTAIN AND STRENGTHEN VIABLE NEIGHBORHOOD COMMERCIAL AREAS EASILY ACCESSIBLE TO CITY RESIDENTS.

San Francisco is well known as a city with many distinct neighborhoods whose diverse characteristics are expressed on their commercial streets. Many of these neighborhood shopping areas reflect the surrounding neighborhood's ethnic and lifestyle characteristics, building scale and architectural style, topography, and historical development.

Neighborhood commercial districts also constitute an important part of the city's economic base, contributing to the city's fiscal stability through property and business taxes, and providing employment opportunities for local residents. They create a public domain where individuals can choose from a wide array of activities as well as have opportunities for leisure, cultural activities and entertainment. Many districts maintain an active street life and pedestrian character which enhances the city's stature as a walking city.

The continuing viability of a neighborhood commercial district is dependent primarily on its ability to provide required services and maintain customer patronage. The successful district provides a variety of goods and services in an atmosphere of safety, convenience, and attractiveness.

POLICY 1

Ensure and encourage the retention and provision of neighborhood-serving goods and services in the city's neighborhood commercial districts, while recognizing and encouraging diversity among the districts.

One of the unique charms and features of San Francisco is the diversity of its neighborhoods and their shopping areas. Neighborhood commercial areas vary widely in function, trade area, form, design and character; but they all serve a common purpose in providing goods and services to meet the needs of City residents. In particular, convenience goods and services, such as groceries, personal toiletries, shoe repair, hair cutting, film processing, laundry and dry cleaning, should be readily available to residents in nearby shopping areas. Residents require easy access to such goods and services in order to satisfy their basic personal and household needs.

While all neighborhood commercial districts provide, in greater or less degree, for the convenience needs of residents in adjacent neighborhoods, most districts also provide specialty and comparison goods and services to a larger, often citywide trade area. Few districts could survive economically by confining their market exclusively to immediately surrounding residential areas.

A district may specialize in uses which cater to its surrounding neighborhood's lifestyle. However, as a district becomes more specialized, it may need to draw from a broader geographical market area in order to sustain itself with sufficient customer patronage. The function of a district is also influenced by its proximity to other commercial areas. Some relatively isolated districts may serve nearly all the retail and service needs for a residential neighborhood. Other districts may serve a community in conjunction with other nearby commercial districts, each with varying degrees of specialization.

Neighborhood shopping areas also differ in the size, scale, and configuration of their lots and buildings. They range from a small cluster of lots to linear shopping

districts, extending two or more blocks along arterials or thoroughfares. Neighborhood shopping centers and supermarkets with extensive on-site parking are also scattered throughout the city. The differing sizes of lots and blocks, which are determined in part by the neighborhood's topography, influence the configuration of the commercial district and its surrounding lots. The variation in topography, lot size and juxtaposition with surrounding uses, in addition to the district's historic development, all contribute to the variety in size, shape, and architectural style of a district's buildings.

The scale and extent of commercial activity, relative to other uses, also varies among districts. Commercial uses may occupy from one to four stories, in a continuous series or interspersed among residential buildings. In many linear shopping districts, the commercial activity side streets or alleys containing a mix of commercial and residential uses.

The variation in function and character of commercial districts should be maintained through controls on building form, scale, ground story and upper story commercial and residential uses, and operation which reflect the differences between districts and reinforce the variations in individual land use patterns.

The essential character of neighborhood commercial districts should be maintained by encouraging and protecting uses which provide necessary goods and services to the surrounding neighborhoods and which are compatible in scale or type with the district in which they are to be located. Often, a district's character is defined by certain established businesses which have been serving the neighborhood residents and businesses for an extensive period. Loss of such businesses could undermine that district's distinctive character. However, districts also should be allowed to evolve over time in response to changes in the neighborhoods they serve and changes in consumer tastes and preferences.





The determination of the appropriateness of various land uses in neighborhood commercial districts should consider the following basic aspects:

- Individual district character;
- Customer orientation of the district;
- Residential community living within and adjacent to the district;
- Necessity and desirability of the use to the community; and
- Environmental impacts of the use.

The following guidelines, in addition to others in this objective for neighborhood commercial districts, should be employed in the development of overall district zoning controls as well as in the review of individual permit applications which require case by case review and City Planning Commission approval. Pertinent guidelines may be applied as conditions of approval of individual permit applications. In general, uses should be encouraged which meet the guidelines; conversely, uses should be discouraged which do not.

GUIDELINES FOR ALL USES

- Existing businesses, especially neighborhood-serving retail stores and services, should be retained wherever feasible and in conformity with the Planning Code.

- New uses should be consistent with the purpose of the district in which they are located as stated in the Planning Code.

- In small-scale districts with limited amounts of commercial space, priority should be given to retail stores and services which primarily serve the needs of nearby residents. Larger-scale districts may include some larger or more specialized uses which serve a broader citywide or regional clientele in addition to convenience oriented businesses. However, no district should include so many specialty stores that space is not available for businesses which serve the needs of nearby residents. The appropriate size of an individual use may vary depending on the type of merchandise or service offered and the volume or intensity of customer activity it generates.

- The use should contribute to the variety of uses in the district and avoid an undesirable concentration of one type of use in a certain location. In low-intensity districts, a balanced mix of various neighborhood-serving uses, with no concentration of a particular use, is desirable. In higher-intensity districts with a special orientation to one type of use (such as antique stores), clustering of such specialty uses may be appropriate. However, one type of use should not occupy an entire block frontage.

- The use should not detract from the livability of the district or adjacent residential areas by causing offensive noise, odors, or light, particularly in the late night or very early morning hours. Establishments operating in the late night or early morning hours should provide goods and services which are necessary or desirable to the community at those hours. For example, longer hours of operation may be appropriate for neighborhood-serving convenience stores such as groceries or pharmacies.

- If locating at the ground story, the use should contribute to an active retail frontage. In districts with continuous active retail frontage, individual uses which do not serve the general public during regular business hours, such as churches, are encouraged to share ground story space with more active uses. This guideline may not apply in those districts or parts of a district where retail uses are interspersed with fully residential buildings and institutional facilities. However, in some areas, it may be appropriate to allow conversion of non-commercial ground story space in order to accommodate commercial growth in the district, if such growth would not create unmanageable parking, noise or other unwanted impacts.

- The use should fully utilize available floor area. Uses which require a limited amount of ground story frontage, such as limited financial services and hotel lobbies, should provide access to remaining space for use by other establishments.

- The use should not significantly increase traffic congestion or parking problems. The use should be evaluated for its traffic and parking impacts, especially on surrounding residential areas. Significant adverse impacts should be sufficiently mitigated or the use should not be permitted (See Auto-Oriented Facilities guidelines and Policy 8 of this Objective for more specific guidelines on parking).

GUIDELINES FOR SPECIFIC USES

In some districts, the balanced mix of commercial activities has been upset by the proliferation of certain uses such as financial services, restaurants and bars, take-out food and quick-stop establishments and entertainment uses. Overconcentration of one or more types of uses reduces the opportunity for other needed uses. The concerns are not limited to the number and concentration of these uses but also include the related nuisances they create and their impacts on the neighborhood. Other uses, such as automotive repair and parking, also can create noise and traffic problems. Special controls should be adopted for these uses in districts where they are a particular problem. These uses should adhere to the following guidelines, in addition to the general guidelines noted above.

Financial Services

- Financial offices should not be located near other financial service uses or add to an overconcentration of financial services in a single district. In most districts, it is preferable that financial services be at least 500 feet apart. In certain locations, clustering may be appropriate, depending on potential traffic circulation and parking impacts, but in no case should the number exceed the maximum number that would be allowed if all financial services in the district were at least 500 feet from each other. For example, a configuration of clustered financial services where off-street parking is shared might be a more efficient use of land than an even distribution of such financial services. Another example where clustering may be appropriate is in a non-linear area district where a cluster of financial services may provide greater choice and more convenient service to nearby merchants who need such services than an even distribution of financial services throughout the district. In addition to overconcentration within a single district, proximity to financial services in other nearby districts should be considered in evaluating the need and impacts of a new financial service use or a new location for an existing financial service establishment.

- New, expanding or relocating financial service establishments should provide a detailed analysis of the potential impacts on existing transportation systems which serve the location. If significant adverse impacts on traffic and transit volumes and circulation and parking congestion are anticipated, especially on transit-preferential streets, the proposed use should be redesigned to mitigate such impacts (e.g. reducing the project size) or providing off-street parking, or the use should be prohibited. The location of limited financial services should be carefully evaluated, as to the potential for double-parking or illegal parking by users of the facilities and the interference with traffic circulation by such vehicles (See Policy 9 for additional guidelines). If the proposed use includes automated teller machines, this evaluation is especially critical in determining the appropriateness of the use and its location.

- Financial services should provide retail banking services to serve the business community as well as the residential community.

- The location of new, expanding, or relocating financial services should avoid, if feasible, the demolition of sound buildings which are compatible in scale and character with other buildings in the district.

- If new construction is necessary, inclusion of other commercial uses and/or residential units may be desirable. New structures should have continuous retail frontage along the shopping street or mall except where access to upper-level uses, accessory parking, loading or public open space is necessary. New development should be compatible in scale, design and use with the rest of the district.

- In neighborhood commercial districts where drive-up facilities are not permitted, financial offices should be pedestrian oriented. In cases where drive-up facilities are permitted or parking is required, interruptions of the continuous retail frontage should be kept to a minimum.

- Automated teller machines should be recessed from the sidewalk, when possible, or should be incorporated into limited financial service facilities inside the facility with adequate waiting space for patrons.

Eating and Drinking Establishments

Eating and drinking establishments include bars, sit-down restaurants, fast food restaurants, self-service restaurants, and take-out food. Associated uses which can serve similar functions and create similar land use impacts include ice cream stores, bakeries and cookie stores. Guidelines for eating and drinking establishments are needed to achieve the following purposes:

- Regulate the distribution and proliferation of eating and drinking establishments, especially in districts experiencing increased commercial activity;

- Control nuisances associated with their proliferation;
- Preserve storefronts for other types of local-serving businesses; and
- Maintain a balanced mix of commercial goods and services.

The regulation of eating and drinking establishments should consider the following:

- Balance of retail sales and services;
- Current inventory and composition of eating and drinking establishments;
- Total occupied commercial linear frontage, relative to the total district frontage;
- Uses on surrounding properties;
- Available parking facilities, both existing and proposed;
- Existing traffic and parking congestion; and
- Potential impacts on the surrounding community.

In districts where the proliferation of eating and drinking establishments could generate problems, the following guidelines should be employed in the consideration of new establishments, relocations, changes from one kind of eating and drinking establishment to another (e.g. from self-service restaurant to full-service restaurant), expansion or intensification of existing establishments:

- The establishment should not add to an overconcentration of eating and drinking establishments in a single district. The balance of commercial uses may be threatened when eating and drinking establishments occupy more than 20% of the total occupied commercial frontage. Proposals for eating and drinking establishments which would increase the proportion of total occupied commercial frontage above 20% should be reviewed to ensure that they would not reduce the variety of neighborhood-serving uses; nor create substantial noise, traffic, parking problems, or other nuisances in the district or surrounding neighborhood. Those establishments that would do the above should not be permitted. Except in districts with an established pattern of service to a broad market, such as North Beach, such establishments should not occupy more than 25% of the total commercially-occupied frontage in a district. To minimize the problems they can create, eating and drinking uses should generally be at least 100 feet apart from each other, unless there are factors making clustering of uses appropriate. For example, a configuration of clustered eating and drinking uses where off-street parking is shared might be more appropriate than an even distribution of such establishments.
- New, expanding or relocating eating and drinking uses should not impose significant adverse impacts on traffic and transit volumes and circulation and parking congestion. If such impacts are anticipated, especially on transit-preferential streets, the proposed use, expansion or relocation should be redesigned to mitigate such impacts, or it should be prohibited. (See Auto-Oriented Facilities section and Policy 9 of this Objective for more specific guidelines on parking).
- Eating and drinking uses should be adequately soundproofed or insulated for noise and operated so as to reasonably protect adjoining and surrounding upper-story residences from disturbances. Fixed source equipment noise should not exceed the decibel levels specified in the Noise Control Ordinance.

Fast Food Restaurants and Self-Service Restaurants

Fast food restaurants and self-service restaurants including take-out food establishments are retail uses which provide quick food service for consumption on or off the premises, which are often designed to serve a high volume of customers at a high turnover rate. As a result, this use can generate problems in traffic and pedestrian circulation, parking congestion, litter, noise and odors. All guidelines for eating and drinking establishments should apply to fast food restaurants and self-service restaurants in addition to the guidelines stated below.

- Large fast food restaurants occupying more than 1000 square feet of floor area are discouraged in neighborhood commercial cluster districts, small-scale neighborhood commercial districts and those individual districts where such discouragement is noted in their description and purpose statements. Large fast food restaurants of that size usually are designed to attract high volumes of customers from a large trade area. Such volumes of customers can generate various nuisance problems for the surrounding residential neighborhoods, especially parking congestion, traffic and pedestrian circulation, litter and late-night activity.
- The proposed use should not add to an overconcentration of fast food restaurants in a single district. As a general rule, fast food restaurants should be evenly distributed throughout the district. However, in certain locations, clustering may be more appropriate. For example, a configuration of clustered fast food

restaurants where sufficient off-street parking is shared between them might make more efficient use of land than an even distribution of fast food restaurants throughout the district. The number of large fast food restaurants and small self-service restaurants should not exceed the maximum number that would be allowed if all fast food restaurants in the district were at least 500 feet from each other.

- To avoid potential pedestrian-vehicle conflicts where large numbers of children are present, fast food restaurants should not be within 500-foot walking distance of an elementary or secondary school.

- New or expanding large fast food restaurants should provide a detailed analysis of their anticipated impacts on transportation systems. If problems are anticipated, especially on transit-preferential streets, the proposed use should be reduced in size and/or redesigned to mitigate the above impacts, or prohibited. If the estimated parking demand for the use cannot be accommodated by existing or new off- or on-street parking facilities, the use should provide ample off-street parking on the site or within a reasonable walking distance of the site to provide for the parking demand; otherwise the use should be prohibited (see Auto-Oriented Facilities section and Policy 9 of this Objective for detailed guidelines).

- The use should provide adequate waiting space for walk-in patrons.

- The use should be equipped with sufficient outdoor and indoor trash receptacles to avoid litter problems in the surrounding neighborhood.

- The operator of the use should be responsible for maintaining the sidewalk within a one-block radius of the site free of paper or litter.

- The use should be designed and operated to contain fumes and odors within the cooking areas, so that such fumes and odors will not spread to adjacent or upper-story uses.

- The new or expanding use should close at 12:00 Midnight or earlier.

Take-Out Food, Convenience Stores, and Similar Quick-Stop Establishments

Quick-stop establishments include fast food restaurants, self-service restaurants, take-out food, convenience stores and other quick-stop establishments which may or may not involve food service. These latter uses may include small or medium-sized grocery stores, film processing stores, video rental outlets, dry cleaners, and other establishments which primarily provide convenience goods and services and generate a high volume of customer trips. Guidelines for fast food restaurants and self-service restaurants including take-out food are noted separately above.

- These uses should be interspersed with other retail businesses and avoid undue concentration of one type of product.

- The site should provide adequate waiting space for walk-in or drive-in patrons.

- The site should be equipped with sufficient outdoor trash receptacles to avoid litter problems in the surrounding neighborhood.

- New or expanding uses should not impose significant adverse impacts on traffic and transit volumes and circulation and parking congestion. If such impacts are anticipated, especially on transit-preferential streets, the proposed use should be redesigned to mitigate such impacts, such as being reduced in size or providing off-street parking, or the use should be prohibited (see Auto-Oriented Facilities section and Policy 9 of this Objective for detailed guidelines).

Entertainment and Adult Entertainment Uses

Adult entertainment uses are generally inappropriate in most neighborhood commercial districts because:

- There is adequate provision of space for these uses in other areas of the city. Commercial space in neighborhood commercial districts should be preserved for other types of uses which provide essential retail goods and services for the surrounding residential communities.

- Neighborhood commercial districts are located near family-oriented residential areas; since adult entertainment uses may attract criminal activity, their proximity to residential areas, parks, schools, and churches may introduce criminal activity in such neighborhoods, or may tend to reduce property values;

  They appeal to a more specialized clientele, drawing customers from outside the neighborhood who may drive and create or add to parking congestion, and occupy space that could be devoted to uses which serve a broader segment of the immediate neighborhood.

Entertainment uses may be appropriate in certain districts or parts of districts. The following guidelines should be used in their review:

- Except in the Broadway district, where later hours may be appropriate under carefully regulated conditions, entertainment uses should not be open after 2:00 a.m. in order to minimize disruption to residences in and around a district. For uses involving liquor service, potentially loud music, dancing or large patron volumes, earlier closing hours may be necessary.

- Entertainment uses should be adequately soundproofed or insulated for noise, as certified by an acoustical engineer, and operated so as to reasonably protect surrounding residences. Fixed source equipment noise should not exceed the decibel levels specified in the San Francisco Noise Control Ordinance. Ventilation systems should be adequate to permit doors to stay closed during performances.

- Except for movie theaters with substantial soundproofing, entertainment uses should not involve electronic amplification after midnight, in order to minimize disruption to surrounding residences.

- New adult entertainment uses should be at least 1000 feet from the nearest existing adult entertainment use.

Hotels

- New hotels should be discouraged if they displace existing retail sales and services which are necessary and desirable for the surrounding neighborhoods.

- In districts with an overconcentration of hotels and similar accommodations, it is preferable that new hotels be located at least 300 feet from any existing hotel, motel or bed and breakfast establishment unless there are factors such as traffic circulation, parking, or land use distribution which make clustering appropriate.

- New hotels should contribute to an active retail frontage by providing stores, coffee shops, or convenience retail on the ground story of the major street frontage.

- Hotel development should be compatible in scale and design with the overall district character and especially with buildings on the same block.

- Access to required hotel parking should be designed to minimize interruption of the active retail frontage and disturbance to adjacent residences.

Auto Repair Services

- Adequate building space should be provided for carrying out all repair services inside the building.

- Auto repair facilities should be large enough to accommodate all cars on site and avoid on-street parking of cars before or after repair work is done. If temporary on-site storage of cars must be outside the building, suitable landscaping or screening should be provided.

Auto-Oriented Facilities

Most uses have the potential to be auto-oriented, depending on the extent to which patrons, employees, and other visitors arrive by automobile. In general, however, the uses which tend to be the most auto-oriented are those which:

- Serve automobiles directly, such as gas or service stations, auto repair garages, or automobile washes;

- Serve customers while in their cars, such as drive-through windows for banking, food service or film processing;

- Provide convenience goods and services such as fast food restaurants or take-out food, convenience grocery stores, financial services (with or without automated teller machines), or post offices;

- Sell bulky items or items purchased in volume such as furniture or appliance stores, supermarkets, and large discount stores; and

- Operate at times or for purposes for which most customers view alternate modes of transportation as inconvenient, such as dinner restaurants, 24-hour stores, evening entertainment uses, and hospitals.

Any use exhibiting some or all of these characteristics should be carefully evaluated for its potential impact on the transportation systems serving it (See Policy 9 for guidelines on parking demand analysis). Uses which are expected to generate significant adverse impacts on the transportation systems serving them should not be permitted.

Non-thoroughfare transit-preferential streets, collector, local and recreational streets which are located in residential areas, as designated in the Transportation Element of the Master Plan, are not considered appropriate for auto-oriented facilities. Certain major and secondary thoroughfares are appropriate for auto-oriented or drive-up facilities.

Such uses which exhibit these characteristics should not be located in areas where large numbers of children are present, in order to avoid pedestrian-vehicular conflicts. Typically, the use should not be within 500-foot walking distance of an elementary or secondary school.

POLICY 2

Promote economically vital neighborhood commercial districts which foster small business enterprises and entrepreneurship and which are responsive to economic and technological innovation in the marketplace and society.

The economic vitality of neighborhood commercial districts is an essential component of the fiscal health of the city and is necessary to ensure that quality services are available to its people. There must be a strong city commitment to assist local businesses in maintaining and improving the economic climate and to provide the physical improvements and public services necessary to ensure confidence in local investors.

Through the enterprise of small businesses, neighborhood commercial districts provide significant full and part-time employment opportunities for city residents. Neighborhood businesses' payroll and gross receipts taxes make a substantial contribution to the city's tax base. City policies should foster an environment conducive for neighborhood commercial employment and revenue expansion.

Encouragement of competition, entrepreneurship and risk-taking will help to ensure that the marketplace is able to respond to changing business conditions and consumer preferences. The city should ensure that a variety of space is available for a diversity of small business uses, but should not protect or insulate small businesses from the vagaries of the marketplace.

While recognizing the interest of residents and businesses alike to maintain the diverse and unique features of our neighborhoods and their shopping areas, the commercial districts need flexible patterns of building development and commercial uses to reflect shifting demographic patterns and changing technology. The districts need to be able to adapt to changes in population which bring in people with different cultural, ethnic, and social needs. As consumers and businesses respond to changes in technology and economics, the neighborhood commercial districts will need to make corresponding changes. Means should be found whereby districts are allowed to respond to future economic and resident demands for goods and services while at the same time maintaining their basic physical character.

Demand for increased professional, personal and business services should be accommodated in new construction above the ground floor in districts which have the capacity to add commercial space without displacing residents, destroying the predominant scale of development, or overburdening the transportation system.

Retailers, restaurants, and other consumer oriented businesses require professional and business services to operate their businesses. Often these professional and business services can provide more effective service to their clients by locating in neighborhood commercial districts. These uses should be accommodated as long as they are not so large or intensive as to detract from the primary retail and service functions which the district provides to the general public. Large-scale "back office" services are not appropriate in neighborhood commercial districts.

POLICY 3

Preserve and promote the mixed commercial-residential character in neighborhood commercial districts. Strike a balance between the preservation of existing affordable housing and needed expansion of commercial activity.

Most neighborhood commercial districts contain dwelling units in addition to commercial uses. Flats, apartments, and residential hotels are frequently located above ground-story commercial uses; fully residential buildings are common in some districts. The retention of this mix is desirable. Among other things, it ensures the presence of people on the streets at different times which increases safety and business vitality on evenings and weekends. Residents in commercial areas help to create an active street life, which promotes interaction between people in the neighborhood.

The mixed residential-commercial character of most neighborhood commercial districts should be promoted by encouraging new construction of upper-story residential units above commercial development in mixed-use buildings. In order to make feasible such mixed-use projects, higher residential density and/or reductions in required parking may be warranted in districts with a reduced need for auto ownership or where anticipated parking demand can be accommodated off-site.

Existing residential units in neighborhood commercial districts comprise a valuable affordable housing resource which provides for the needs of San Francisco's diverse population. Most of these units are in sound or rehabilitable wood-frame structures and they are among the least expensive rental units in the city.

On the other hand, conversion of this housing is an important means of providing competitive and affordable commercial space to small businesses, many of which provide personal, medical, professional and business services to neighborhood residents and the general public. Conversions of ground-story residential units should be permitted in all neighborhood commercial districts without special review. In many neighborhood commercial districts, the physical location and structural aspects of the upper-story housing units make it attractive and feasible to convert them to commercial use. Due to the limited supply of vacant land, some commercial expansion into the residential space may be the only feasible way to adequately meet the commercial needs of the trade area served by the district. Therefore, limited conversions of upper-story units should be accommodated as long as the conversions are not so numerous as to upset the general equilibrium between commercial and residential uses or to constitute a substantial loss of housing.

Because the appropriateness of residential conversions depends on many factors which vary from district to district, land use controls should be adjusted to reflect the different needs of each district. In most districts certain conversions, such as those at the ground story or third story, can be regulated by permitting or prohibiting them without special review, while those at the second story may need case-by-case review by the City Planning Commission. In other districts, however, proposed conversions at all stories may need case-by-case review. A balance must be struck between the need to retain the housing and the need to provide for commercial expansion. Some upper-story conversions may be appropriate, if based on a review of an individual case, it is found that the need for commercial expansion clearly outweighs the need to preserve affordable housing. In that case-by-case review the following guidelines should be employed:



GUIDELINES FOR RESIDENTIAL CONVERSIONS

- The need for additional commercial space in the district should be clearly established. The need to preserve affordable housing may be presumed in light of the citywide shortage of such housing and established policy in the Residence Element.

  The amount of commercial space necessary and desirable to serve the retail and service function of a district varies depending on the size of the trade area, proximity to other commercial districts, and competition from other land uses.

  In neighborhood commercial districts consisting of a small cluster of lots or a short linear commercial strip with low-scale development, commercial uses at the ground story should be focused on the convenience needs (such as groceries and laundry) of nearby residents. In these districts no new commercial use should be permitted above the ground story, nor should conversions of existing residential units above the ground story be permitted.

  In small-scale neighborhood commercial districts most of the anticipated demand for commercial growth can be accommodated through new construction at the first two stories on vacant or underused parcels without the necessity to convert upper story residential units. However, in some of these districts where demand for commercial space is particularly strong, allowing commercial uses above the second story in new construction and allowing some conversion of existing residential units at the first and second stories may be appropriate as long as the general equilibrium between retail, office, and residential uses is maintained.

  In larger, moderate-scale neighborhood commercial districts which are intended to provide a wider range of goods and services to a larger trade area, growth opportunities through new construction at the first two stories on vacant or underused parcels may be insufficient to meet the demand for commercial space.

  While the retention of mixed use buildings and the construction of new mixed use buildings is desirable in these districts, construction of new, fully commercial structures, and some conversion of existing upper story residential units may be appropriate to meet demand if the increased commercial activity would not adversely affect existing traffic or parking congestion.

- Conversions should be disallowed if commercial space suitable for occupancy by the proposed commercial use is available elsewhere in the district.

- Commercial and institutional uses which do not primarily serve the general public usually are not appropriate in neighborhood commercial areas unless they are minor uses ancillary to those which do serve the general public, such as a small dental laboratory or small business accountant.

- Along predominantly residential secondary side streets and alleys of linear or areawide districts, conversions are inappropriate. The more residential character of the secondary streets should be protected in order to provide a transition between the commercial and surrounding residential districts.

- Conversions should not adversely impact the livability of any remaining units in the building. Entrance to the remaining units should be separate from the access to the commercial uses in the building. In buildings where re-conversion back to dwelling units may be desirable, the kitchens should be retained.

- Buildings with five or more housing units contain a large proportion of the housing stock in the neighborhood commercial districts and should be protected from complete conversion to commercial use.

- Conversion may be appropriate if the unit(s) is unsuitable for residential occupancy because of offensive noise, especially from traffic or late night activity, which is generated on the same site or near the unit, or because of the obstruction of residents' access to light and air by a building adjacent to or near the unit(s).

- Conversion may be appropriate if the housing unit is declared by the Superintendent of the Bureau of Building Inspection or the Chief of the Bureau of Fire Prevention to be unsafe and/or incapable of being made habitable for residential occupancy. However, if the property owner has shown possible willful neglect or a pattern of negligence in performing ordinary maintenance, thereby resulting in uninhabitable or unsafe units, the conversion should not be permitted, or the property owner should add other replacement rental units to the city's housing supply.

GUIDELINES FOR RESIDENTIAL CONVERSIONS
(CONTINUED)

- In evaluating the proposed conversion of a unit which is suitable and safe for residential occupancy, consideration should be given to offsetting the loss of such housing by requiring the applicant to provide comparable replacement housing on the site, or within the neighborhood, or to provide financial assistance toward the creation of new rental housing or the rehabilitation of uninhabitable rental housing.

- Tenants should be given ample written notice by the property owner prior to filing the application to convert the unit(s) and, for any conversion that is permitted, property owners should make relocation assistance available to displaced tenants, i.e. efforts to identify housing comparable in size, price, and location; and the payment of moving expenses and a relocation allowance, particularly in the case of units occupied by low or moderate income residents.

- In evaluating proposed conversions, consideration should be given to economic hardships to both property owners and tenants which might result from the denial or approval of the conversion application.

GUIDELINES FOR RESIDENTIAL DEMOLITION

The same considerations that apply to conversions apply to demolition of housing units. Therefore, demolitions should be reviewed on a case-by-case basis using the same guidelines that are to be used in reviewing conversions. Demolition permits should be reviewed in conjunction with the permits for the replacement structures whenever possible. When this is not possible, conditions applying to future building permits may be attached to the demolition permit or the new building permit may require further review. The replacement structure should include housing units for which there is an exhibited demand, or replacement rental units should be added to the city's housing supply. In order to encourage prompt replacement of demolished structures, permits should not be approved for temporary uses, such as general advertising signs or parking, unless such uses are appropriate permanent uses.

POLICY 4

Encourage the location of neighborhood shopping areas throughout the city so that essential retail goods and personal services are accessible to all residents.

Neighborhood shopping districts should be distributed throughout the city so that all residential areas are within a service radius of one-quarter to one-half mile, depending upon the population density and topography of the area served. Most residential areas meet this service area standard, as can be seen on Map 4. Some remaining residential areas which are not served by commercial districts within these distances are served by individual commercial uses located within a quarter of a mile. These individual uses are typically corner grocery stores which are open long hours, providing a range of food and household convenience goods. The few remaining residential areas, which are neither served by neighborhood commercial districts nor by individual commercial uses, are typically of such low density that they cannot economically support nearby commercial activity. It would be appropriate to revise the zoning to allow a smaller convenience commercial use in those areas if a market demand develops, as long as the location meets the criteria of Objective 6, Policy 2 of the Residence Element.

POLICY 5

Discourage the creation of major new commercial areas except in conjunction with new supportive residential development and transportation capacity.

Economic growth exhibited in any given commercial area, when viewed from a citywide or regional perspective may not represent "real" or absolute growth, but rather a relocation of economic activity from another commercial area, contributing to its decline. "Real" growth of retail activity requires an actual increase in expenditures which is directly linked to increases in disposable personal income. Because there are opportunities for business expansion within existing commercial areas, the creation of major new commercial areas should be discouraged unless a significant new market is being created to support the proposed development.

POLICY 6

Adopt specific zoning districts which conform to a generalized neighborhood commercial land use and density plan.

The application of other policies under this "neighborhood commercial" objective results in land use distribution patterns shown on the Generalized Neighborhood Commercial Land Use and Density Plan as shown on the accompanying map. Neighborhood Commercial zoning districts should conform to the map, although minor variations consistent with the policies may be appropriate. The Generalized Neighborhood Commercial Land Use and Density Plan provides for the following categories of neighborhood commercial districts:

Neighborhood Commercial Clusters

These districts provide a limited range of convenience retail goods and services to residents in the immediate neighborhood typically during daytime hours. In general, these districts should be limited to no more than one or two blocks of continuous retail frontage. Some districts may extend for several blocks with small stores, sometimes interspersed among housing. Generally, commercial uses should be limited to the ground floor and the upper stories should be residential. These districts are intended to be located in neighborhoods which do not have the need for or capacity to handle larger-scale commercial activities.

Small-Scale Neighborhood Commercial Districts

These districts provide convenience goods and services to the local neighborhood as well as limited comparison shopping to a wider market area. The size of these districts may vary from one to three blocks to several blocks in length. Commercial building intensity should be limited to the first two stories with residential development occasionally interspersed. Upper stories should be reserved for residential use. These districts are typically linear and should be located along collector and arterial streets which have transit routes.



RESIDENTIAL SERVICE AREAS OF NEIGHBORHOOD COMMERCIAL DISTRICTS AND USES

Map 4

Neighborhood Commercial District
(Service Radius: 1/2 Mile)

Commercial Service Areas

Residential Areas Outside Service Boundaries

Moderate-Scale Neighborhood Commercial Districts

These districts provide a wide range of comparison and specialty goods and services to a population greater than the immediate neighborhood, additionally providing convenience goods and services to local residents. These districts can be quite large in size and scale and may include up to four stories of commercial development, although most districts have less. They may include residential units on the upper stories. Due to the moderately-large scale and levels of activity, these districts should be located along heavily-trafficked thoroughfares which also serve as major transit routes.

Neighborhood Commercial Shopping Centers

These districts provide retail goods and services for car-oriented shoppers. Typically, the district contains mostly one-story and a few two-story buildings with a substantial amount of off-street parking. Except for the largest NC-S districts, goods and services can range from groceries to a full range of merchandise. Residential uses are permitted but are uncommon. Because these districts provide an alternative building format with more parking opportunities than the traditional linear shopping districts, they should be located where their design is compatible with existing neighborhood scale and where they compatibly supplement other traditional commercial districts in serving new or low-density areas.

Individual Neighborhood Commercial Districts

These districts generally are small- or moderate-scale commercial districts undergoing rapid economic change, or potentially subject to intense development pressure. In most districts, separate zoning controls specific to each district's particular needs and characteristics are needed to deal with the economic growth and land use changes which each area is experiencing. In some districts, eating and drinking uses have proliferated, displacing other types of retail goods and services needed by the neighborhood. Financial institutions, such as banks and savings and loan associations, have multiplied in certain districts, displacing other types of businesses, tending to concentrate and create nodes of congestion, and sometimes detracting from the visual and design character of the district. In many individual districts, special controls are necessary to protect existing housing from conversion to commercial use and encourage the development of new housing. Certain other districts in mature, low-density residential areas may require special controls to protect the existing scale and character of development and to prevent undue congestion.

POLICY 7

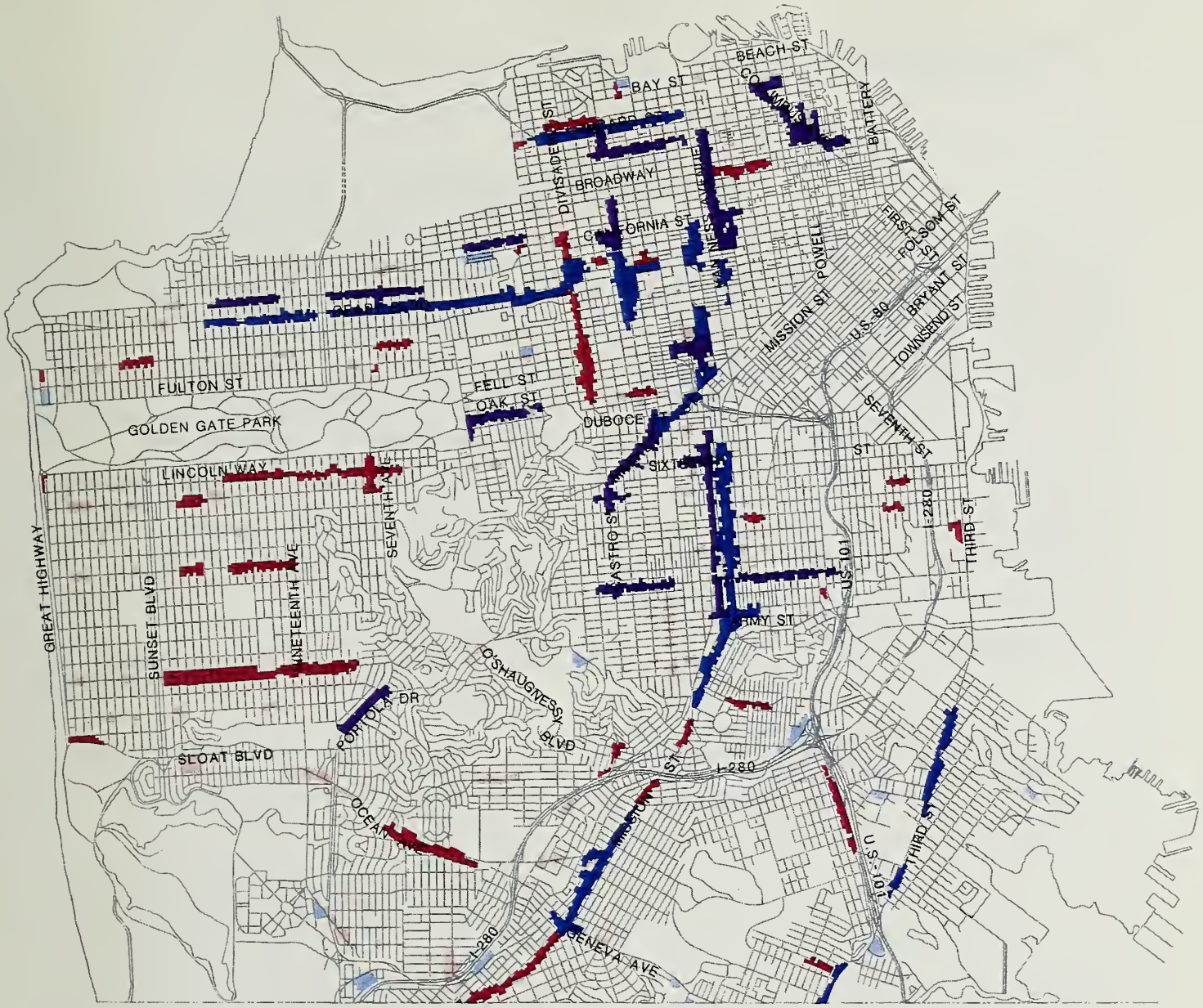
Promote high quality urban design on commercial streets.

Most of San Francisco's neighborhood commercial districts were developed concurrently with residential development and have physical forms which relate to the needs and tastes prevalent during the first half of this century. During this period, commercial units were built along streetcar lines and at major street intersections, often with residential flats on the upper floors, thus creating the familiar "linear" or "strip" commercial districts.

The small lot pattern prevalent at that time also encouraged the development of small buildings and stores. The resulting scale has come to characterize San Francisco's attractive and active neighborhood commercial districts. The small-scale character should be maintained through the regulation of the size of new buildings and commercial uses.

Continuous commercial frontage at the street level is especially important in all but the lowest intensity commercial districts with limited market areas. It prevents the fragmentation and isolation of fringe areas, improves pedestrian accessibility, and enhances the physical and aesthetic cohesiveness of the district. The design of new buildings should harmonize with the scale and orientation of existing buildings. Additionally, a correspondence of building setbacks, proportions, and texture helps establish visual coherence between new development and existing structures on a commercial street.

The appeal and vitality of a neighborhood commercial district depends largely on the character, amenities, and visual quality of its streets. The main function of neighborhood commercial streets is to provide retail goods and services in a safe, comfortable, and attractive pedestrian environment.



GENERALIZED NEIGHBORHOOD COMMERCIAL LAND USE AND DENSITY PLAN

0 3000 FT

Map 5

	Commercial Intensity (Stories)
Neighborhood Cluster	1
Small Scale Neighborhood District	1–2
Moderate Scale Neighborhood District	1–4
Neighborhood Shopping Center	1–4
Individual Neighborhood District	1–4

URBAN DESIGN GUIDELINES

The following guidelines for urban design are intended to preserve and promote positive physical attributes of neighborhood commercial districts and facilitate harmony between business and residential functions. The pleasant appearance of an individual building is critical to maintaining the appeal and economic vitality of the businesses located in it, as well as of the whole neighborhood commercial district. An individual project's building design and site layout should be compatible with the character of surrounding buildings and the existing pattern of development in neighborhood commercial districts.

In designing a new development or evaluating a development proposal, the following criteria should be considered:

- Overall district scale;
- Individual street character and form;
- Lot development patterns;
- Adjacent property usage, especially buildings historical, cultural or architectural importance;
- Proposed site development and building design;
- Handicapped access;
- Potential environmental impacts; and
- Feasible mitigation measures.

Site Layout

- The site plan of a new building should reflect the arrangement of most other buildings on its block, whether set back from, or built out to its front property lines.
- In cluster and linear districts with continuous street building walls, front set-backs are discouraged, in order to maintain a continuous block facade line. However, outdoor activities such as sidewalk cafes and walk-up windows may be accommodated by recessing the ground story. In addition, publicly accessible open space may be provided in a front setback if: the retail activity of the street is not adversely affected; there is a shortage of nearby open space to serve district shoppers, workers and residents; the site is appropriate in terms of its topography and sun and wind conditions; and attractive seating and landscaping are provided.
- New development should respect open space corridors in the interior of blocks and not significantly impede access of light and air nor block views of adjacent buildings.
- On irregularly shaped lots, through-lots or those adjacent to fully-built lots, open space located elsewhere than at the rear of a property may improve the access of light and air to residential units.
- Outdoor activities associated with an eating and drinking or entertainment establishment which abut residentially-occupied buildings should be discouraged.

Scale, Height and Bulk

- In most cases, small lots with narrow building fronts should be maintained in districts with this traditional pattern.
- When new buildings are constructed on large lots, the facades should be designed in a series of elements which are compatible with the existing scale of the district.
- The height of a proposed development should relate to the individual neighborhood character and the height and scale of adjacent buildings to avoid an overwhelming or dominating appearance of new structures. On a street of varied building heights, transitions between high and low buildings should be provided. While three-and four-story buildings are appropriate in many locations, two-story buildings are more appropriate in some areas with lower-scale development.
- The height and bulk of new development should be designed to maximize sun access to nearby residential open space, parks, plazas, and major pedestrian corridors.

Frontage

- Facades of new development should be compatible with the proportions and design features of adjacent facades that contribute to the positive visual qualities of the neighborhood commercial district.
- To encourage continuity of "live" retail sales and services, at least one-half of the total width of any new or reconstructed building, parallel to and facing the

commercial street, should be devoted to entrances, show windows, or other displays. Where a substantial length of windowless wall is found to be unavoidable, eye-level display, a contrast in wall treatment, offset wall line, outdoor seating and/or landscaping should be used to enhance visual interest and pedestrian vitality.

- Clear, untinted glass should be used at and near the street level to allow maximum visual interaction between sidewalk areas and the interior of buildings. Mirrored, highly reflective glass or densely-tinted glass should not be used except as an architectural or decorative accent.

- Where unsightly walls of adjacent buildings become exposed by new development, they should be cleaned, painted or screened by appropriate landscaping.

- Walk-up facilities should be recessed and provide adequate queuing space to avoid interruption of the pedestrian flow.

Architectural Design

- The essential character of neighborhood commercial districts should be preserved by discouraging alterations and new development which would be incompatible with buildings which are of fine architectural quality and contribute to the scale and character of the district. The details, material, texture or color of existing architecturally distinctive buildings should be complemented by new development.

- Existing structures in sound or rehabilitable condition and of worthwhile architectural character should be reused where feasible to retain the unique character of a given neighborhood commercial district.

- The design of new buildings, building additions and alterations, and facade renovations should reflect the positive aspects of the existing scale and design features of the area. Building forms should complement and improve the overall neighborhood environment.

- Building design which follows a standardized formula prescribed by a business with multiple locations should be discouraged if such design would be incompatible with the scale and character of the district in which the building is located.

Materials

- The materials, textures and colors of new or remodeled structures should be visually compatible with the predominant materials of nearby structures. In most neighborhood commercial districts, painted wood, masonry and tiles combined with glass panes in show cases, windows and doors are the most traditional and appropriate exterior wall materials.

Details

- Individual buildings in the city's neighborhood commercial districts are rich in architectural detailing, yet vary considerably from building to building, depending upon the age and style of their construction. Vertical lines of columns or piers, and horizontal lines of belt courses or cornices are common to many buildings as are mouldings around windows and doors. These elements add richness to a flat facade wall, emphasizing the contrast of shapes and surfaces.

- A new or remodeled building should relate to its surrounding area by displaying compatible proportions, textures, and details. Nearby buildings of architectural distinction can serve as primary references. Existing street rhythms should also be continued on the facade of a new building, linking it to the rest of the district.

Rooftop Mechanical Equipment

- Rooftop mechanical equipment which may be visually obtrusive or create disturbing noises or odors should be located away from areas of residential use and screened and integrated with the design of the building.

Signs

- The character of signs and other features attached to or projecting from buildings is an important part of the visual appeal of a street and the general quality and economic stability of the area. Opportunities exist to relate these signs and projections more effectively to street design and building design. Neighborhood commercial districts are typically mixed-use areas with commercial units on the ground or lower floors and residential uses on upper floors. Sign sizes

URBAN DESIGN GUIDELINES
(CONTINUED)

and design should relate and be compatible with the character and scale of the building as well as the neighborhood commercial district. As much as signs and other advertising devices are essential to a vital commercial district, they should not be allowed to interfere with or diminish the livability of residences within the neighborhood commercial district or in adjacent residential districts. Signs should not be attached to facades at residentially- occupied stories nor should sign illumination shine directly into windows of residential units.

Landscaping and Street Design

- Street trees should be provided in each new development. If a district tree planting program or streetscape plan exists, new development should be landscaped in conformity with such plans. In places where tree planting is not appropriate due to inadequate sidewalk width, interference with utilities, undesirable shading, or other reasons, other means such as window boxes, planter boxes or trellises may be chosen.

- Open uses such as parking lots should be visually screened along the street frontage by low walls, earth berms and/or landscaping. However, the safety of the lots should not be reduced through these measures.

- A landscaped buffer of trees and shrubs should be used along those edges of a parking lot bordering residentially-developed properties.

- In addition to landscaping at the periphery of the parking lot, planting islands between parked vehicles should be located within the lot, whenever feasible. Trees and other plantings provide shade and variety to the visual monotony of parked automobiles, especially when the lot is viewed from adjacent residences.

POLICY 8

Preserve historically and/or architecturally important buildings or groups of buildings in neighborhood commercial districts.

Most neighborhood shopping streets are closely linked to the history of San Francisco and contain structures and features which document certain periods or events. A few of these buildings are designated landmarks while others may qualify as architecturally or historically significant or contributory buildings but have not yet been nominated. Some of the landmarks on shopping streets are commercial buildings as, for example, the Castro Theater on Castro Street, while others are institutions such as St. Francis of Assisi Church in North Beach or South San Francisco Opera House near Third Street. Only one existing historical district, the Liberty Hill Historic District, overlaps with a section of a neighborhood shopping street, Valencia Street. No other neighborhood commercial area has yet been designated a historical or conservation district although many contain examples of fine architecture and historic buildings and might in whole or in part qualify as districts.

Many of San Francisco's neighborhood shopping areas were developed during the first half of this century and, in many cases, their growth is linked to the evolution of street car lines. Small stores for retail and services clustered along thoroughfares with street car service. As more residential development occurred around them, they attracted more and more businesses and, over time became the intensely developed, active shopping streets we know today. Due to their gradual development over several decades and replacement of old buildings with new structures, most districts do not have a uniform architectural style but are composed of buildings originating in various periods. They range from Victorian, Edwardian, Art Deco and International Style to plain, functional architecture of the post-war period. The few architecturally uniform shopping areas are the small shopping centers and a few commercial blocks which were built in the forties and fifties in the western and south-western neighborhoods, often as part of large residential tract development.

A common feature of the older neighborhood shopping areas is the prevalent small-scale development which is based on the small lot pattern of blocks which mainly

were intended for residential development. During the first half of the century, in cases where several lots were merged for larger commercial development, builders avoided the appearance of massive buildings by articulating the facades to resemble a series of buildings. Unfortunately, the concern about compatibility of scale was neglected in the sixties and seventies when large enterprises, especially financial institutions, developed imposing, out-of-scale buildings and disturbed the existing small-scale environment.

Another common feature of San Francisco's shopping streets is the commercial-residential mixed use of the buildings. In the last century, many storekeepers lived above their stores as was customary in European countries. This established the pattern of developing commercial units with residential flats on the upper floors. It was not until the forties and fifties, that single-story commercial development became more common in the single-family residential areas in the western and southwestern part of the city.

Many historically and/or architecturally significant buildings or groups of buildings on neighborhood shopping streets already have been identified through the work of the Landmarks Advisory Board, in the 1976 DCP architectural survey, and in special surveys such as the studies of Union Street and North Beach. These surveys should be systematized and extended to all neighborhood shopping streets. Those streets or parts of streets whose built environment represents an important historic period or are of outstanding architectural or aesthetic quality should be protected as historic or conservation districts. Those important buildings that are not part of a larger grouping should be protected as individual landmarks.

CONSERVATION GUIDELINES

- The demolition of historically and/or architecturally important buildings should be avoided and their restoration should be encouraged. Buildings of lesser importance which nevertheless contribute to the character of the street, also should be retained and enhanced if feasible.

- In renovating such structures, the design of the original structure should be respected. Renovation efforts should be guided by the policies of the Urban Design and Preservation Elements and Standards for Rehabilitation of the Secretary of the Interior.

- Alterations and additions to any historically or architecturally important building should be compatible with the original building and not diminish its character. If original building components cannot be restored, contemporary design which respects the scale, detailing, material and color of the original structure, is permissible. Where possible, special attention should be paid to restoration of original storefronts as they are essential components of neighborhood shopping areas.

- Business signs are important features in neighborhood commercial areas. Distinguished old signs, especially those identifying historic businesses and landmark buildings should be preserved. Old signs painted directly on walls should be preserved and not be painted over if they are of historic or aesthetic quality.

  Signs on historically or architecturally important buildings should be designed as an integral part of the building and not detract from the architecture. All new signs, including business signs and billboards should be compatible with the existing scale of the district and be carefully designed not to upset the character of the district.

- Positive urban design elements of the streetscape such as the proportion of street and sidewalk to adjacent building heights, landscaping and street trees, artwork and street furniture should be preserved and enhanced with the goal of maintaining and improving the established character and yet allowing the many functions of a neighborhood oriented, commercial area to be carried out in a pleasant and attractive environment.

- New development near buildings of historic or architectural importance should harmonize with the historic fabric. Slavish imitation of historic styles should be avoided and innovative new architecture which contributes positively to the established urban design character of the district, encouraged. The design of new structures should establish linkages with design characteristics of the surrounding buildings such as building height, massing, height of stories, window proportions and framing, material and color, horizontal and vertical articulation, set-backs, stairs and other design elements.

- New development in historic or conservation districts, should respect the existing development pattern and scale, height of adjacent buildings, open space corridors in the interior of the block, facade design and rhythm, and special features characteristic of buildings in the particular district.

Pending formal designation of districts and individual landmarks, these important buildings and groups of buildings should be protected, where feasible, by application of the following guidelines which are intended to protect and enhance the distinguished character of neighborhood shopping streets and to further the preservation of historically and/or architecturally significant structures and features.

POLICY 9

Regulate uses so that traffic impacts and parking problems are minimized.

New, expanding or relocating uses should not significantly increase traffic congestion or parking problems. Each use should be evaluated for its anticipated impacts on the transportation systems (i.e. traffic circulation, parking, transit service, pedestrian circulation) particularly during peak traffic hours and with respect to surrounding residential areas. The degree of detail in the analysis should be commensurate with the size and location of the use (compared with traffic volumes and parking availability), its potential as a heavy trip generator and the level of transportation and parking in the vicinity.

If the use will generate significant additional traffic congestion, then the use should be redesigned to mitigate such congestion or the use should not be allowed.

If the use will generate parking demand which cannot be accommodated by the district's existing supply, the use should be redesigned to reduce parking demand or parking should be provided in an amount adequate to meet demand. Such parking should be appropriately located, designed, landscaped, and operated. If adequate parking does not exist or cannot be provided, or excess parking demand cannot be otherwise mitigated, the use should not be allowed.

The following types of uses are potential heavy vehicle trip generators, due to the nature and/or size of use, and should be closely examined:

Commercial Use

- Fast Food Restaurant, Self-Service Restaurants and Take-Out Food Establishment (with or without drive-up facility)
- Full-Service Restaurant
- Take-Out Food Establishment
- Supermarket
- Convenience Store (Late-night or 24-hour)
- Bank or other Financial Service (with or without automated teller machine or drive-up facility)
- Automotive Gas or Service Station
- Medical Service

Institutional Uses

- Hospital or Medical Center
- Post Office

Potential traffic impact and parking demand generated by the use should be evaluated, using estimates of the numbers of customers and trips generated by the use and the distribution of different types of trips by mode of travel for various time periods, when possible, on a neighborhood or area-specific basis. Other comparable uses in similar locations should be examined and the transportation problems they generate should be assessed.

In the case of fast food restaurants and other take-out food uses, information should be provided as to expected rate of turnover and proportions of customers taking out food vs. eating on-site. In evaluating customer volume, the size of the kitchen should be considered; high customer volumes may be anticipated for a facility with a kitchen occupying 500 square feet or more. Other special types of retail operations such as those with small catalog showrooms and large inventory storage areas also may need especially detailed projections of customer volumes.

The analysis should indicate whether the use will:

- Aggravate significantly existing on-street parking problems and shortages or cause waiting vehicles to queue across the sidewalk into the street or into a high-volume vehicular or transit lane or bus stop, especially during the peak hours of traffic or transit volume.
- Attract a significant amount of additional vehicular traffic into the area and adjacent neighborhoods.
- Worsen significantly pedestrian circulation in the area and/or significantly increase the potential for pedestrian/vehicle conflicts.

Parking needed for new housing in commercial districts should be provided but parking in excess of projected demand should be avoided. In some districts well served by transit, especially where overall vehicular ownership is low, reducing the required off-street parking for residential uses may be appropriate, in order to encourage mixed housing and commercial development, use resources efficiently, encourage transit usage and reduce the cost of housing.

POLICY 10

Promote neighborhood commercial revitalization, including community-based and other economic development efforts where feasible.

While most commercial districts have healthy economies, some districts have declined. The latter areas are underused and are often characterized by vacant lots and boarded up or deteriorating storefronts. As a consequence, there is inadequate provision of convenience goods and services to nearby residents. The City should participate in a variety of efforts to revitalize these districts.

However, the ultimate success of a neighborhood commercial district depends upon factors which are beyond the scope of the public sector. Private sector investment must bear primary responsibility for economic revitalization. A viable commercial district can only exist if the goods and services available are appropriate to the population it serves.

Almost all successful neighborhood commercial revitalization efforts are initiated by local businessmen with a strong desire and commitment to upgrade their businesses, properties, and neighborhoods. Because revitalization of an entire commercial district requires diligence and cooperation of all merchants and property owners sustained over a long period of time, a strong merchants' association is essential. The City should provide businessmen who have exhibited a strong commitment to upgrade their areas with assistance in organizing or strengthening their merchants' association and preparing and carrying out their improvements.

For its part, the City should provide the physical improvements and public services necessary to ensure confidence in local investors. These include police and fire protection, adequate maintenance of streets, sidewalks and sanitation services, as well as proper enforcement of zoning, health, and building codes to ensure the health and safety of merchants, residents, and shoppers. Capital improvements should be made as required, including lighting, street furnishings, public spaces, and mini-parks. Traffic circulation, transit, and parking availability should be managed to allow maximum accessibility to the retail corridor with a minimum of congestion and disruption to the neighborhood.

Community development corporations can also assist in revitalization efforts by providing employment and community services to local residents through community-owned local business enterprises. Encouragement and assistance should be given to organizations having the potential of successfully carrying out local economic development projects.

Efforts to upgrade neighborhood commercial districts should occur in conjunction with efforts to improve the quality of the surrounding community, with respect to physical condition of the housing stock, recreation and open space, and delivery of services.

GOVERNMENT, HEALTH AND EDUCATION SERVICES

OBJECTIVE 7

ENHANCE SAN FRANCISCO'S POSITION AS A NATIONAL AND REGIONAL CENTER FOR GOVERNMENTAL, HEALTH, AND EDUCATIONAL SERVICES.

San Francisco has long been recognized as a regional center for governmental, educational, and health services. As the Bay Area population outside San Francisco has required additional governmental and educational services, San Francisco's relative share of regional employment growth in this sector has diminished somewhat. However, San Francisco retains its preeminence as a regional center for state and federal governmental functions and for medical services. These services are projected to be among the fastest growing employment sectors of the San Francisco economy in future years. New employment opportunities are expected to be available at all occupational levels, from highly skilled professional positions to semi-skilled service positions due to improved technology and expanded federal funding.

During the last decade the delivery capability of medical services has increased significantly. Newly emerging medical centers and clinics have clustered around hospital facilities which are expanding themselves. Educational institutions located in residential areas have also experienced significant growth in recent years in response to changing social and educational values of contemporary students. As the institutions expanded curricula and physical facilities to accommodate larger enrollments and changing educational demands, adjacent residential areas in the city have begun to feel the impact of more intensely utilized school sites.

Because governmental, health and educational services provide valuable services to residents and constitute a significant share of employment opportunities to local residents, it is important to preserve the vitality of this sector. However, future growth must be managed to achieve equitable distribution of benefits to all geographical and cultural sub-populations of the city and to minimize associated adverse effects on surrounding areas.

POLICY 1

Promote San Francisco, particularly the civic center, as a location for local, regional, state and federal governmental functions.

In a manner similar to other economic functions such as office uses and institutions, physical proximity of various governmental activities is important to the efficient functioning of daily activities of related agencies. The city should strengthen the locational advantages of this clustering of governmental services by insuring provision of an adequate amount of space in the Civic Center area to serve this function without endangering surrounding residential areas.

Governmental activities also serve as an important resource for employment opportunities, particularly for men and women with entry level clerical skills. Individuals working for governmental agencies in and around the Civic Center can avail themselves of excellent transit service to the Center, lessening the need to utilize automobiles. The Civic Center is also near areas of high unemployment.

POLICY 2

Encourage the extension of needed health and educational services, but manage expansion to avoid or minimize disruption of adjacent residential areas.

The continued, controlled expansion of educational and medical institutions is important to the city in the provision of valuable and needed services to residents and employment opportunities. Medical care and hospitals are important in neighborhoods which would otherwise be relatively isolated from treatment facilities. Evening and adult schools provide possibilities for working individuals to extend their vocational or casual interests. These institutions also provide extensive employment opportunities and training opportunities. Institutional growth is also anticipated to create many new jobs for residents in areas of the city other than downtown.

The expansion needs of institutions often conflict with efforts to preserve and protect the scale and character of residential neighborhoods. Large educational and medical institutions attract people from outside a neighborhood, aggravating traffic and parking problems. Institutional buildings tend to be larger in scale and more

intensely used than residential buildings which often surround them. In addition, institutional expansion often requires removal of housing and displacement of residents.

To minimize the disruption caused by institutional expansion, the city should continue its policy of reviewing expansion plans. This review examines the needs of adjacent resident areas for housing, on-street parking and safe, quiet streets as well as the needs of the institution. Educational and medical institutions are required to develop and submit master plans to the city prior to any specific expansion request. Such master plans define long-term and short-range development plans of the institution. The early review of institutional development plans will permit exploration of alternate ways to address the needs of the institution in order to minimize potential conflicts with the residential area.

POLICY 3

Promote the provision of adequate health and educational services to all geographical districts and cultural groups in the city.

San Francisco has a well developed public health care delivery system with well staffed and equipped public and private hospitals. Unfortunately, the clustering of many of these major facilities in relatively few areas creates problems in the adjacent residential neighborhoods. This clustering also serves to limit access of residents in other parts of the City to the health care and employment opportunities which these large institutions offer. Similar distribution and accessibility problems exist with respect to educational and job training institutions.

The city should actively encourage the decentralization of major institutional facilities to other areas of San Francisco, particularly those presently without adequate services. Vacated school sites and facilities should be examined as a potential expansion resource. There also exist areas of underutilized land in the city in which the physical impact of institutional development would be acceptable and might even provide the necessary impetus for desired new community development.

VISTOR TRADE

OBJECTIVE 8

ENHANCE SAN FRANCISCO'S POSITION AS A NATIONAL CENTER FOR CONVENTIONS AND VISITOR TRADE.

Recognition of San Francisco as a center for tourism and visitor trade extends throughout California, the United States, and the world. The city serves as a major West Coast destination for travelers who come to enjoy sightseeing, to attend national conventions, or to complete business transactions.

Visitor trade constitutes an important economic base for San Francisco and is responsible for employing, directly and indirectly, more residents than any other economic sector. It generates substantial revenues in many related economic areas including transportation, general merchandising, eating and drinking places, food stores, other retail trade, motor vehicles and service stations, personal services, and entertainment and recreation. By far the largest expense for visitors is hotels or motels, followed by restaurants and retail sales.

Such spending is important, for it stems from sources outside the Bay Area, and thus provides a substantial input of new dollars to the local economy. The expenditure of these new dollars in the local economy has a powerful effect in generating additional spending by local merchants and, in turn, generates higher personal incomes for resident owners and employees of visitor trade facilities. Tourist demand also has the effect of expanding the availability and selection of local goods and services.

In addition to providing the city with added revenues, visitor trade provides significant employment opportunities to San Francisco residents in the service occupations. Many of these jobs can be filled by low and semi-skilled workers who may have limited employability in other employment sectors.

While the economic benefits of visitor trade are felt in the employment and earnings sectors of the economy, certain adverse impacts are also related to tourism. Among these are added density and congestion in some parts of the city; strains on parking, mass transit, and other important municipal services. The most obvious negative aspect of increased tourist activity is increased

pedestrian and vehicle congestion at points of interest. This not only reduces local residents' ability to enjoy the event, but may ultimately limit the attractiveness to out-of-town visitors. If congestion spills over into the surrounding residential or commercial business areas, the mobility in and quality of these areas is impaired. Also, in certain commercial areas, efforts to cater to visitors' tastes have altered the mix of goods and services offered to the extent that local demands are no longer met. In instances, the quality of merchandise and services has also declined. There are, therefore, a number of tourism related impacts that may negate the economic and employment benefits of tourism.

POLICY 1

Guide the location of additional tourist related activities to minimize their adverse impacts on existing residential, commercial, and industrial activities.

While growth in tourism provides San Francisco with economic and employment benefits, unchecked expansion of the tourist industry can have negative implications for the quality of the city's neighborhoods, and for certain sectors of the economy.

It is therefore important to weigh both the costs and benefits of each specific proposal to expand or promote visitor trade. Activities should be designed and controls should be provided to minimize adverse impacts on surrounding residential, commercial, and industrial activities. The various activities comprising the visitor trade industry naturally tend to locate in geographical proximity to one another just as in other sectors of the economy. This natural tendency should be encouraged for several reasons. San Francisco's attractiveness to the visitor is enhanced by its compact, urban form which allows the visitor to move easily from hotel accommodations and restaurants to convention facilities, sightseeing interest, business appointments, and entertainment. In addition, the geographical proximity of visitor attractions to one another lessens the need for automobile or transit trips, and provides the least additional strain on the city's public transportation system. Finally, the location of visitor related activities within established activity areas may reduce the potential for tourism's negatively associated impacts upon the quality of the city's residential neighborhoods.

Therefore, the city should encourage additional visitor oriented facilities to locate in those areas where visitor attractions and business and convention facilities are at the present time primarily concentrated.

POLICY 2

Support locally initiated efforts to improve the visitor trade appeal of neighborhood commercial districts.

Encouraging greater use of neighborhood commercial districts by visitors can be an effective way of providing economic stimulus to such areas and of spreading the benefits as well as impacts of tourism. Care must be taken, however, to avoid situations where the tourist appeal drives out neighborhood services and creates major problems for adjacent residential areas.

POLICY 3

Assure that areas of particular visitor attraction are provided with adequate public services for both residents and visitors.

Public services such as transit, and visitor information, benches and restrooms, as well as police, fire, and street cleaning, are especially important at areas of particular visitor attraction. Provision of high quality services is one direct method the city can employ to promote visitor trade in San Francisco. Where appropriate, additional public facilities designed to serve expanding visitor trade should be provided. The anticipated development of the Exhibit Hall in Yerba Buena Center will greatly increase the impact of visitors and conventioneers within the downtown area. Care should be taken to assure this increased activity is adequately accommodated with existing and planned public service systems.

RECREATION & OPEN SPACE

RECREATION & OPEN SPACE



AN ELEMENT OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO



RECREATION AND OPEN SPACE

AN ELEMENT OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

DEPARTMENT OF CITY PLANNING

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SUMMARY OF OBJECTIVES AND POLICIES

THE BAY REGION

OBJECTIVE 1

PRESERVE LARGE AREAS OF OPEN SPACE SUFFICIENT TO MEET THE LONG-RANGE NEEDS OF THE BAY REGION.

POLICY 1

Protect the natural character of regional open spaces and place high priority on acquiring open spaces noted for unique natural qualities.

POLICY 2

Make open space lands already in public ownership accessible to the public for compatible recreational uses.

POLICY 3

Increase the accessibility of regional parks by locating new parks near population centers, establishing low user costs, improving public transit service to parks and creating bike and hiking trails.

POLICY 4

Coordinate with existing regional park districts, open space agencies, private sector and nonprofit institutions to acquire and manage a regional greenbelt.

CITYWIDE SYSTEM

OBJECTIVE 2

DEVELOP AND MAINTAIN A DIVERSIFIED AND BALANCED CITYWIDE SYSTEM OF HIGH QUALITY PUBLIC OPEN SPACE.

POLICY 1

Provide an adequate total quantity and equitable distribution of public open spaces throughout the City.

POLICY 2

Preserve existing public open space.

POLICY 3

Preserve sunlight in public open spaces

POLICY 4

Gradually eliminate non-recreational uses in parks and playground and reduce automobile traffic in and around public open spaces.

POLICY 5

Preserve the open space and natural historic, scenic and recreational features of the Presidio.

POLICY 6

Make open spaces accessible to people with special needs.

POLICY 7

Acquire additional open space for public use.

POLICY 8

Develop a citywide urban trails system that links city parks and public open space, hilltops, the waterfront and neighborhoods and ties into the regional hiking trail system.

POLICY 9

Maintain and expand the urban forest.

POLICY 10

Develop a master plan for Golden Gate Park.

POLICY 11

Develop McLaren Park into a high quality, city serving park.

POLICY 12

Expand community garden opportunities thoughout the City.

SHORELINE

OBJECTIVE 3

PROVIDE CONTINUOUS PUBLIC OPEN SPACE ALONG THE SHORELINE UNLESS PUBLIC ACCESS CLEARLY CONFLICTS WITH MARITIME USES OR OTHER USES REQUIRING A WATERFRONT LOCATION.

POLICY 1

Assure that new development adjacent to the shoreline capitalizes on its unique waterfront location, considers shoreline land use provisions, improves visual and physical access to the water, and conforms with urban design policies.

POLICY 2

Maintain and improve the quality of existing shoreline open space.

POLICY 3

Create a trail around the perimeter of the City which links open space along the shoreline and provides for maximum waterfront access.

POLICY 4

Create a visually and physically accessible urban waterfront along the Embarcadero corridor between Fisherman's Wharf and China Basin.

POLICY 5

Provide new public open spaces along the shoreline.

NEIGHBORHOODS

OBJECTIVE 4

PROVIDE OPPORTUNITIES FOR RECREATION AND THE ENJOYMENT OF OPEN SPACE IN EVERY SAN FRANCISCO NEIGHBORHOOD.

POLICY 1

Make better use of existing facilities.

POLICY 2

Maximize joint use of other properties and facilities.

POLICY 3

Renovate and renew the City's parks and recreation facilities.

POLICY 4

Acquire and develop new public open space in existing residential neighborhoods, giving priority to areas which are most deficient in open space.

POLICY 5

Require private usable outdoor open space in new residential development.

POLICY 6

Assure the provision of adequate public open space to serve new residential development.

POLICY 7

Provide open space to serve neighborhood commercial districts.

RECREATION AND OPEN SPACE

INTRODUCTION

The Plan for Recreation and Open Space is composed of several sections, each dealing with a certain aspect of the City's recreation and open space system. The Plan sections are (1) The Regional Open Space System, (2) The Citywide Open Space System, (3) The Shoreline, (4) The Neighborhoods, and (5) Downtown. Some aspects of the sections are interrelated, they should be read together to more fully understand the whole plan.

The Citywide System

San Francisco can achieve an outstanding recreation and open space system. We have a legacy of many fine parks and opportunities, and the potential for significant new ones.

In the last century, far-sighted San Franciscans reserved large sections of undeveloped land for parks. Golden Gate Park was created out of sand dunes. Nearly half of the City's shoreline was preserved in parkland and military forts, and many parks have been created on the City's hilltops.

The Open Space Acquisition and Park Renovation Fund, created in 1974, has provided much-needed funds to acquire and develop many new parks, as well as to renovate and maintain parkland and recreation facilities throughout the City. However, this funding source will expire, and another mechanism is needed in order to accomplish many of the Element's objectives and policies.

Maintaining the City's existing open space system is a continuing challenge. Maintenance continues to be a problem due to rising costs and limitations on staffing and equipment. In addition, many of the parks are old and both park landscapes and recreation structures are in need of repair or renovation. Heavily used parks and recreation facilities require additional maintenance. However, the number of recreation facilities has increased and their use intensified, often without a corresponding increase in the budget necessary to maintain facilities and offer the desired recreation programs.

Opportunities to acquire new parkland and develop much needed recreation facilities are limited due to the scarcity and high cost of vacant land. Existing facilities therefore represent a major city resource. The degree to which the City maintains the quality of its recreation facilities and open spaces will in large part determine the desirability of the City as a place to live.

The Shoreline

The shoreline holds the greatest potential for new parks. The western and northern shorelines are primarily undeveloped, and have been retained largely as public open space. The eastern shoreline is largely developed and devoted primarily to maritime and industrial uses, some of which are obsolete or underutilized. But development pressures are mounting. In the years ahead, changing land use patterns will create opportunities to improve access to the shoreline, and provide new parks along the Bay.

The Neighborhoods

Although San Francisco's neighborhoods have remained relatively stable, the demographics of the City's population are changing in ways that effect the demand for recreation and open space resources. For example, many of the City's seniors as well as a large number of children live in downtown areas and neighborhoods with few recreation facilities. Similarly, a large number of the City's low-income residents tend to be concentrated in high density districts with little access to private or public open space. In general, these are the groups with limited mobility and therefore little access to recreation and open space resources outside their neighborhoods.

Access is a key factor in park utilization. If people can not get to parks easily, their recreational value is reduced. Every San Franciscan should be served by a park within walking distance of their home.

San Francisco has over one hundred parks and recreation facilities which function mainly for neighborhood use. While the number of neighborhood parks and facilities is impressive, they are not well distributed throughout the City. Over the years there were more opportunities to build new parks in the less developed parts of the city. The older, more densely populated areas contained few sites suitable for parks, and those which were available in built-up areas tended to be more costly compared to land in outlying areas. The result has been an unequal distribution of facilities throughout the City. The inequality merits correction where neighborhoods lacking parks and recreation facilities also have relatively high needs for such facilities.

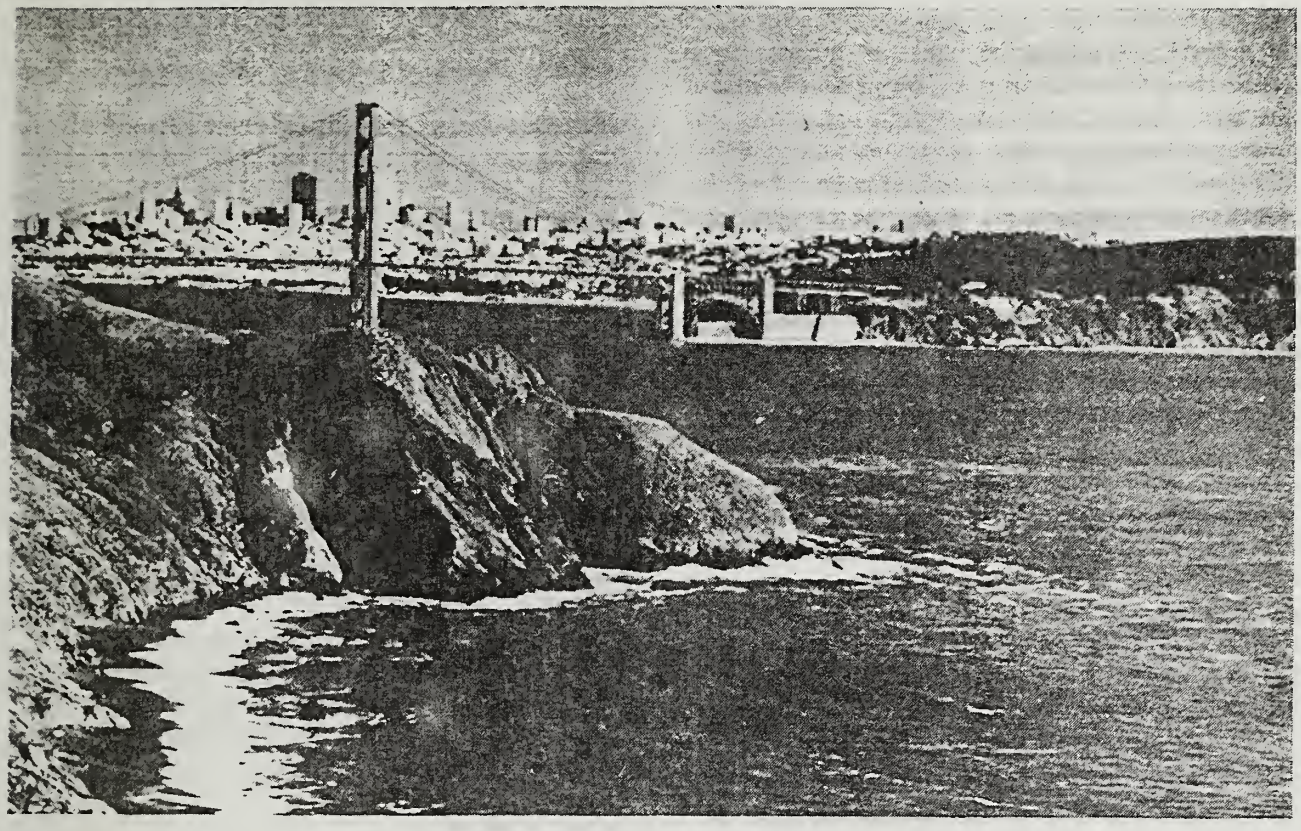
Downtown

The downtown holds special problems and opportunities for open space. Here, appropriately designed and managed open space is particularly important, both to provide spaces for people to interact, and also to provide visual relief for intense development. However, the high cost of land downtown has limited provision of public parkland and open space, and the economics of office development has favored full site utilization; together, these factors have limited the amount of open space for public use. A combined public and private effort is required to create attractive, sunlit open spaces downtown, as part of new building projects as well as the addition of new public parks.

Regional Open Space

Fortunately, San Francisco does not have to rely entirely on the recreation and open space system available within its borders. It can benefit from the regional open space system, composed of public and privately-owned open space. Public park and open space agencies manage a significant area devoted to public open space uses. The East Bay Regional Park District manages lands in Alameda and Contra Costa counties. The National Park Service manages the Point Reyes National Seashore and the Golden Gate National Recreation Area, in Marin, San Francisco, and San Mateo Counties. State park and recreation areas are scattered throughout the region. In addition to property managed as regional parkland, water and utility districts preserve and manage thousands of acres of watershed lands throughout the Bay Area. In addition to large amounts of publicly-owned open space, a large percentage of private lands throughout the Bay region are retained as open space and managed as vineyards, orchards and ranch land.

While the accomplishments in retaining land as open space in the region are significant, they do not satisfy the region's long term open space needs. In a rapidly developing region with a myriad of legal jurisdictions, there is no single entity to resolve conflicts between growth, development, and open space preservation. Without a single agency with the power to raise money and preserve open space land uses, it will be difficult to preserve an adequate amount of open space for the future. Until such a regional agency is formed, the City will have to coordinate its planning efforts with other open space planning agencies throughout the region.



OBJECTIVES AND POLICIES

THE BAY REGION

OBJECTIVE 1

PRESERVE LARGE AREAS OF OPEN SPACE SUFFICIENT TO MEET THE LONG-RANGE NEEDS OF THE BAY REGION.

The Bay Area has developed to the point where an extensive regional open space system is needed. Such a system should preserve undeveloped or predominantly undeveloped land or water area which has value for 1) conservation of land and other natural resources, 2) recreation and park land, 3) historic or scenic purposes, 4) controlling the location and form of urban development, and 5) agriculture.

Areas which should remain in open space because they have one or more of these characteristics have been identified in the Association of Bay Area governments (ABAG) Regional Plan and the Bay Conservation and Development Commission (BCDC) Bay Plan. Some areas include major natural features of the region such as coastal plains, beaches, portions of the Bay and its shoreline, vineyards and grazing lands, or forests. Other areas have been designated as open space because of the natural resources they contain, or because of their proximity to urbanizing areas. Taken together, the areas designated in these plans provide a sound basis for developing a city-centered metropolitan region surrounded by a comprehensive system of open space. As additional plans are completed for the coastline and other areas, they should be used as a basis for acquiring open space.

POLICY 1

Protect the natural character of regional open spaces and place high priority on acquiring open spaces noted for unique natural qualities.

Unlike urban parks, which usually are man-made, regional open spaces often encompass delicate ecological systems which are strained when subjected to intensive recreational use. Since natural open spaces are not easily obtained in the city, it is in San Francisco's interest that new regional parks are acquired as needed and that existing open spaces are not over loaded or environmentally damaged. The city also has a special interest in seeing that the regional open spaces acquired supplement the types of recreation offered in the city.

In general, recreational activities in regional open spaces should be oriented around the natural qualities of the area. Natural site characteristics should be the primary determinants of the types of recreational activities allowed. Construction should be limited to facilities which support these activities. Fire and access roads and parking facilities or other necessary improvements should be designed for minimal environmental impact. Use of the automobile should be carefully limited. In most cases, the automobile should be relied upon for initial access only; for internal circulation, emphasis should be on foot trails or some form of public transit. However, vehicular access should be permitted in appropriate areas, when required by senior citizens and handicapped individuals. When supporting facilities are required, they should be thoughtfully designed, inconspicuous, and in keeping with the surrounding environment.

POLICY 2

Make open space lands already in public ownership accessible to the public for compatible recreational uses.

The City and County of San Francisco owns over 60,000 acres of open space lands in San Francisco, Alameda, Contra Costa and San Mateo Counties. These lands are managed as watershed lands and serve as the city's major water source. Because of the need to protect water quality and the filtration capability of the existing system, the watershed property has not been open to large-scale public recreational use.

Public access should be provided by the San Francisco Water Department to portions of its watershed lands which have high recreational value, subject to restrictions required to protect water quality and water production, rare and endangered plant and animal species, and preserve wildlife habitats, archaeologic, and natural resources.

Future leases and lease renewals on watershed lands should be consistent with protection of existing natural values. Watershed lands should be managed to limit potential fire and erosion hazards. Access should be consistent with the legal rights of existing tenants, and with the intent of existing scenic and recreational easements. If San Francisco Water Department property becomes surplus, appropriate land areas should be dedicated for use as public open space.

POLICY 3

Increase the accessibility of regional parks by locating new parks near population centers, establishing low user costs, improving public transit service to parks and creating bike and hiking trails.

Many state and national parks are located a considerable distance from densely populated urban areas. Automobile access is usually required. Most of these parks are excellent for vacations, but they are often impractical for weekend or day use.

While overloading parks should be avoided, cost or inconvenience should not in itself exclude people from parks. Rather, user costs should be held low, accessibility improved, and new regional parks located close to cities. At the same time access is made easier, recreational activities in parks should be carefully managed to prevent overuse and environmental damage.

Public Transit

Improved public transit is key to increasing the accessibility of regional parks. Frequent and convenient transit service will make it easier for people who do not own cars to reach these areas, encourage people with cars to leave them at home when going to the parks, and reduce the impact of the automobile on the natural landscape. Transit can also be used to shift demand from crowded parks to lesser known facilities.

Bicycle Trails

A regional bikeway system should be developed for the San Francisco Bay area to provide for more recreational transportation throughout the Bay area and to regional open space areas. The bicycle can provide another alternative to the automobile for access to regional open space areas at minimal cost without adverse effects on the community or open space. Creation and maintenance of a safe and convenient bike route system would also foster bicycling as a recreational activity. Bike trails that tie population centers to regional parks and open space are particularly appropriate.

Creation of a shoreline trail and route system circling the bay, and bicycle routes on the major regional ridgelines should be given high priority for implementation in the years ahead. The potential for developing exclusive recreational bicycle trails along stream corridors, the ocean, and abandoned rail rights of way throughout the region should be investigated. The City should work with other local municipalities, public agencies and interested private organizations and individuals to develop a comprehensive regional bicycle trail system for the Bay area.

The City's bicycle trail system, identified in the Transportation Element of the Master Plan, should tie in with the regional bicycle trail system. Better linkage is needed between the City's bike routes and suggested regional bikeway trails. A safer and more convenient connection with the regional bike route at the Golden Gate Bridge concourse could result in increased bike ridership to Marin and the North Counties. Better linkage is also needed along the Great Highway or other routes to meet the South San Francisco and Peninsula bike routes.

Provision for Bicycles on Transit

Better coordination with regional public transportation networks could increase potential bicycle usage with little public expenditure. The Bay Area Rapid Transit (BART) system already permits bicycles on the system during non commute hours. Brochures or maps that provide information about and directions to nearby parks and regional open space should be available at outlying BART stations. Bicycle racks should be added to bus carriers that serve regional parks as a primary destination. Provision of bicycle racks on buses serving these routes would provide recreational bicyclists with better access to regional parks and open space.

Regional Hiking Trails

Hiking trails can provide pedestrian access to regional parks and open spaces, and link these to communities throughout the region. The East Bay Regional Park District has been creating and developing hiking, bicycle and equestrian trails to link some of the regional parks within their jurisdiction. A hiking trail system of this type should be created or extended throughout the region. Convenient linkages between the Bay Area regional hiking trail system and the San Francisco urban trail system should be created.

National Historic Trail

In 1775, the Spanish explorer Juan Bautista De Anza set out northward on an overland expedition from Sonora, Mexico, through Arizona and California to the San Francisco Bay Area. The National Park Service is working with other public agencies and private groups to establish the De Anza National Historic Trail. The City should coordinate work with these groups to designate a trail route within the City and Country of San Francisco that follows the route of the De Anza Expedition as closely as possible. The City should encourage installation of trail markers, and provision for a route map and public information to enhance public use and enjoyment of the trail.

POLICY 4

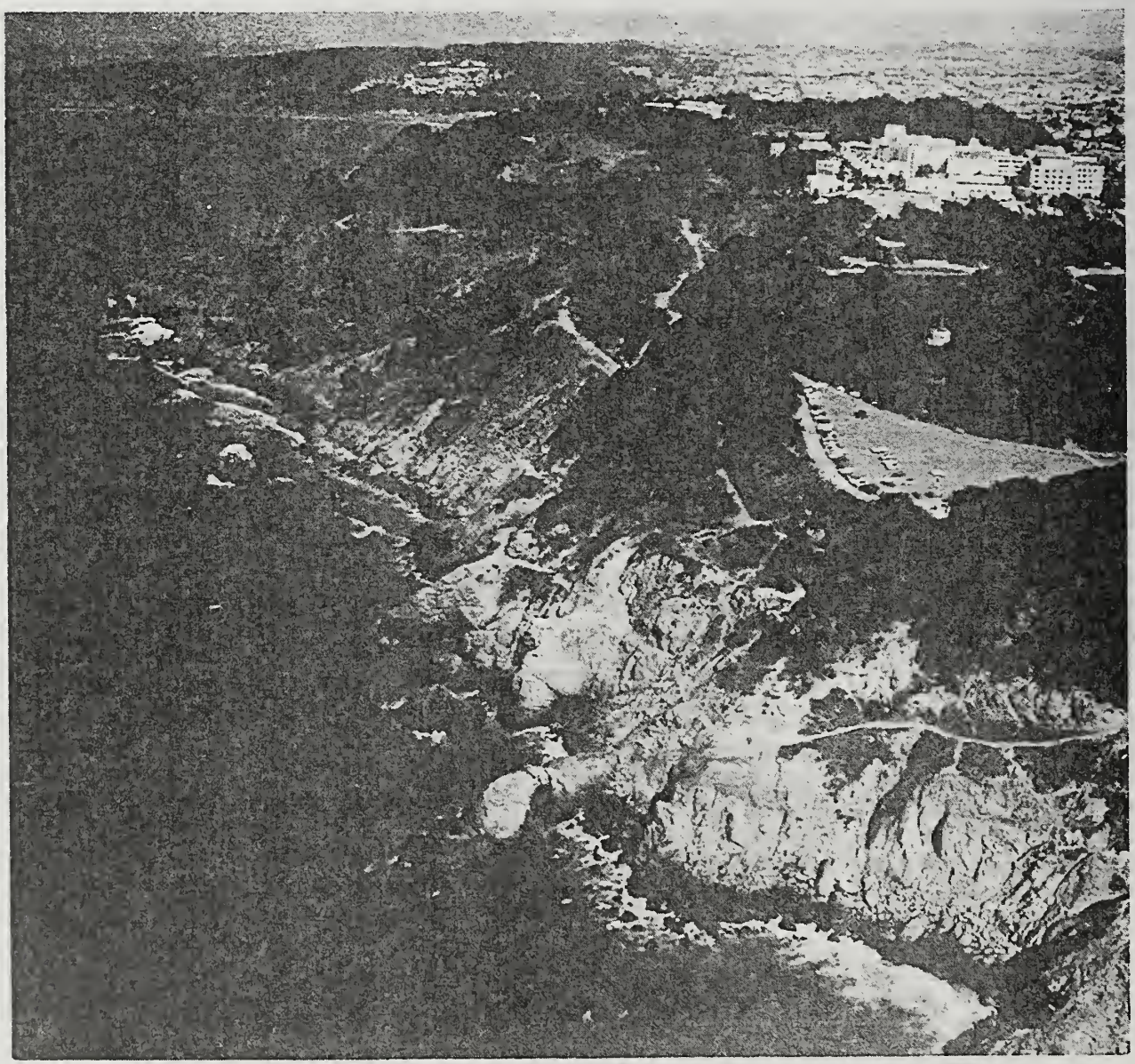
Coordinate with existing regional park districts, open space agencies, private sector and non-profit institutions to acquire and manage a regional greenbelt.

Public agencies and private organizations and individuals are working to maintain open space in the Bay Region. These bodies include the Federal Government, the State of California, a multitude of local governments, several sub-regional open space agencies, as well

as public nonprofit organizations and private landholders. Preserving a regional open space system is beyond the scope of the seventy-odd local governments in the nine county Bay Area. Valuable open spaces cross city and county lines and individual municipalities have neither the regulatory powers nor the funds to retain them. Preservation of such spaces will depend upon regional action.

Ideally, regional open space should be handled by a regional agency with the authority to 1) enact an official regional plan and have temporary permit powers over all open spaces of regional value until the plan is adopted, 2) acquire open space through the eminent domain process, and 3) raise money to purchase, manage and develop the regional open space system through methods such as grant application and taxation.

Until a regional open space agency is formed, the City should facilitate efforts of existing agencies and organizations working toward regional open space goals. The City should encourage and work with these groups to secure additional land for open space retention and management, and to maintain existing open space areas in their current undeveloped open space status. The city should also support use of selected areas of open space lands within its jurisdiction for appropriate recreational uses.



CITYWIDE SYSTEM

OBJECTIVE 2

DEVELOP AND MAINTAIN A DIVERSIFIED AND BALANCED CITYWIDE SYSTEM OF HIGH QUALITY PUBLIC OPEN SPACE.

Public open spaces serving the entire city offer a variety of opportunities to city residents and visitors alike. Unlike neighborhood facilities which aim at a basic level of service in every community, city serving facilities tend to be larger and provide specialized programs, activities or recreation opportunities. Because of this specialized nature of city serving open spaces, diversity and balance are important objectives.

Golden Gate Park is the keystone of the citywide system because of its size and the specialized landscape elements and recreational opportunities available within it. Other highly visible landscaped city parks, hilltop open spaces, waterfront parks and plazas are also important elements in the citywide system. Although primarily undeveloped at present, John McLaren Park because of its size has the potential of becoming a major component of the citywide system.

All parts of the citywide system should supplement each other by providing a wide choice in recreational activities. New facilities should not duplicate services offered in other city serving parks unless demand for some facilities warrants duplication to prevent overcrowding at existing locations. As new program and facilities are proposed, their locations should be selected to correct any imbalance resulting from popular attractions located in a few open spaces. Landscaping and capital improvements projects, over and above those required to maintain the existing system, should be aimed at improvements which will make certain spaces or programs more attractive so that overload may be eased.

A balance should be maintained between city serving and neighborhood facilities. Although modest expansion of the citywide system is called for in this plan, particularly on the shoreline, this expansion should not be achieved at the expense of neighborhood facilities and programs. Resources should be allocated in such a way that citywide and neighborhood facilities are maintained at an equally high level.

Achieving a balanced and diversified citywide recreation system also depends on citizen participation. Just as neighborhood groups help determine what programs and activities are to be offered in neighborhood facilities, so should citizens play a major role in determining additions, improvements, and changes in the citywide system.

POLICY 1

Provide an adequate total quantity and equitable distribution of public open spaces throughout the City.

There are two components to this policy. The first is that there should be enough public open space in total to serve the City's population. The second is that public open space should be evenly distributed throughout the city so that people do not have to travel too far to reach them.

The San Francisco Recreation and Park Department currently owns and manages over 3,300 acres of open space. In addition, the State owns approximately 171 acres at Candlestick Point State Recreation Area, and the Federal Government owns approximately 619 acres, which is managed by the National Park Service as part of the Golden Gate National Recreation Area (GGNRA). This open space is shown in Map 1.

The City, State and Federal property permanently dedicated to open space uses total approximately 4,090 acres, or 5.5 acres per 1,000 San Francisco residents. This is about half the standard of National Park and Recreation Association (NPRA), which calls for 10 acres of open space per 1,000 population in cities. Given the City's existing development patterns, high population density, and small land mass (28,918 acres), the NPRA standard will not be possible to achieve within the City limits. Nevertheless, to the extent it reasonably can, the City should increase the per capita supply of public open space within the City.

About half of the City-owned acreage is composed of a few large open space areas which are used by residents throughout the City. The other half is made up of smaller open spaces which are distributed throughout the City and used by residents of the area surrounding the open space.

Although taken as a whole, the City's open space is generally well distributed, some parts of the City have deficiencies. The City should work toward eliminating these deficiencies and improving the distribution of open space throughout the City.



PUBLIC OWNERSHIP OF EXISTING OPEN SPACE

Map 1

CITY OWNERSHIP

- Recreation And Park Department
- Other City Departments

STATE OWNERSHIP

- Candlestick Point State Recreation Area
- Other State Property

FEDERAL OWNERSHIP

- Golden Gate National Recreation Area (GGNRA)
- Other Federal Property

Note:
Because of the scale of this map it is not possible to show precise boundaries or exceptionally small open spaces.

The "neighborhood service area" concept is key to providing equitable distribution of public open space. The "neighborhood service area" is based on the distance most prospective users from adjacent neighborhood areas are willing to walk to reach an open space. The neighborhood service area varies by the size and type of open space and the nature of the surrounding topography.

Depending on its size and features, the space may accommodate organized field sports and other forms of active recreation, more passive recreational pursuits, or a combination of activities. These features may attract different user groups from the service area. Preschoolers, school age children, teenagers, adults, and senior citizens are the user groups which are relevant for planning purposes.

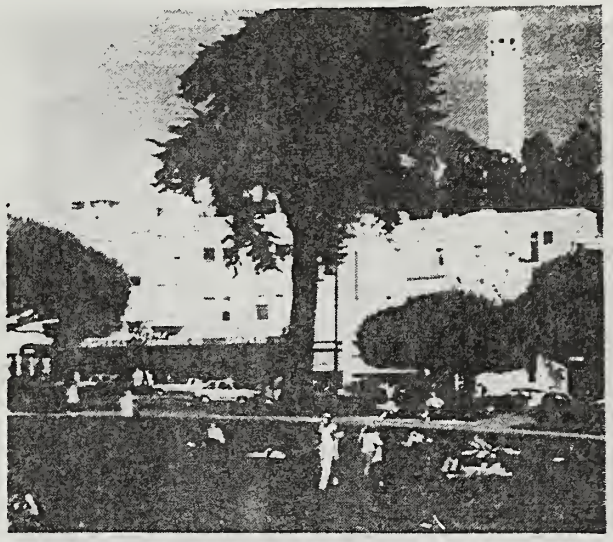
A large public open space with many features generally has a larger service area than a small one. However, in some instances, a small but well designed and maintained open space or one offering specialized programs may serve people travelling from a greater distance than a larger open space with less desirable features.

Depending on their size and the facilities they offer, open spaces can be categorized as city-serving, district-serving, neighborhood-serving, or subneighborhood-serving.

City-Serving Open Spaces

City-serving open spaces vary in size, from small areas with unique features to large parks. Examples include Golden Gate Park, Twin Peaks, and John McLaren Park. City-serving open spaces exist throughout the City. Characteristically, they contain unique features which may include forested areas, fields and open landscapes, water features, and vista points. They may also contain facilities for specialized active recreation requiring large areas, such as for day camp, golfing, boating, horseback riding and bicycling.

Because of the size or specialized nature of city-serving open spaces, they may attract people from the entire city and beyond, who come by car or public transit. City-serving open spaces that have facilities such as playfields, recreation centers, playgrounds and totlots may also be heavily used by nearby neighborhood residents who walk to the space.



Neighborhood area within one half mile of a city-serving open space are considered to be within its neighborhood service area. This is about a ten minute walking distance.

Hilltops and shoreline open space are categorized as city-serving open space because of their unique locations. However, because these types of open space offer specialized and more limited recreation options, they are assigned a smaller neighborhood service area.

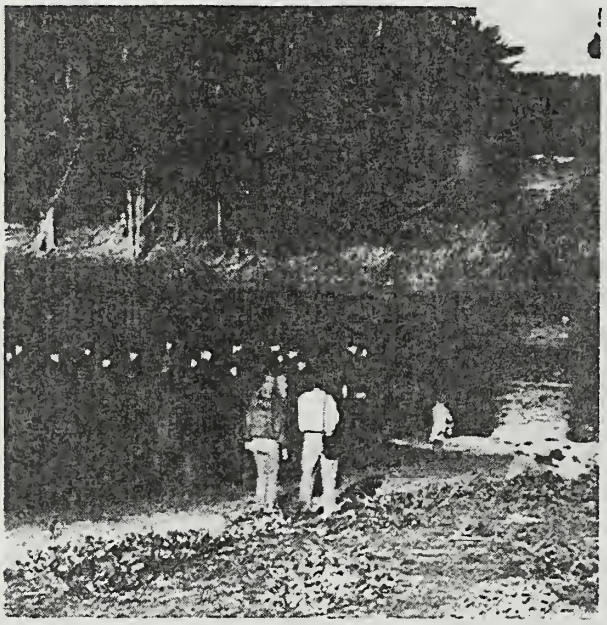
District-Serving Open Spaces

District-serving open spaces are usually larger than ten acres, and serve more than a single neighborhood or community. They usually contain playfields and recreational facilities for active use. The playfields are designed primarily to accommodate students and adults, and provide facilities for organized team sports. District-serving open spaces may also include indoor recreation facilities for swimming, basketball and other active, as well as more passive, pursuits.

Neighborhood areas within 3/8ths of a mile of a district-serving open space are considered to be within its neighborhood service area. This is about a seven and a half minute walking distance.

Neighborhood-Serving Open Spaces

Neighborhood-serving open spaces primarily serve a single community or neighborhood and are usually one to ten acres in size. Preferably their minimum size is four





to five acres to afford a variety of landscape and recreation experiences. They are usually landscaped, contain areas of scenic interest that are natural or man-made, and provide for passive and/or active recreational pursuits, not requiring organized programs.

Neighborhood-serving open spaces are generally designed to accommodate all user groups, from pre-school through seniors. They usually have playground areas containing a playlot, apparatus area and turf play area. They may also contain playfields and/or athletic facilities to accommodate school age students as well as adults. However, some squares, plazas, hilltop and shoreline open spaces also act as neighborhood serving sites.

Neighborhood areas within one-quarter of a mile of a neighborhood-serving open space are considered to be within its service area. This is about a five minute walking distance.

Subneighborhood-Serving Open Spaces

In most cases subneighborhood-serving open spaces are less than one acre in size and are used primarily by people from the immediately adjacent area. In these small spaces, which are often called mini parks, athletic facilities are usually not available. They frequently include a totlot or playground. Totlots are designed primarily for children of pre-school age and may contain a sandbox, play apparatus, and sitting areas for adults. Playground facilities are designed primarily for children of elementary school age and contain a playlot, apparatus area, turf play area, as well as areas for active sports, games and landscaped parklike areas. They also generally provide a small landscaped space with seating areas for all users to enjoy. Neighborhood areas within one-eighth of a mile of a subneighborhood-serving space are considered to be within its service area.

Open Space Distribution

Existing public open spaces and their neighborhood service area boundaries, which have been adjusted to take into account the surrounding topography, are shown on Map 2. Neighborhood areas that fall outside these service area boundaries are not adequately served by public open space.

POLICY 2

Preserve existing public open space.

San Francisco's public open space system is fairly extensive. It ranges from large parks to undeveloped street rights-of-way. Much of the system is under the jurisdiction of the Recreation and Park Department. In addition to this land, a significant portion of the public open space in San Francisco is only informally part of the city's park and recreation system. This open space is



PUBLIC OPEN SPACE SERVICE AREAS

Map 2

EXISTING PUBLIC OPEN SPACE

OPEN SPACE SERVICE AREA
Areas within acceptable walking distance

Note:
Because of the scale of this map it is not possible to show precise boundaries or exceptionally small open spaces.

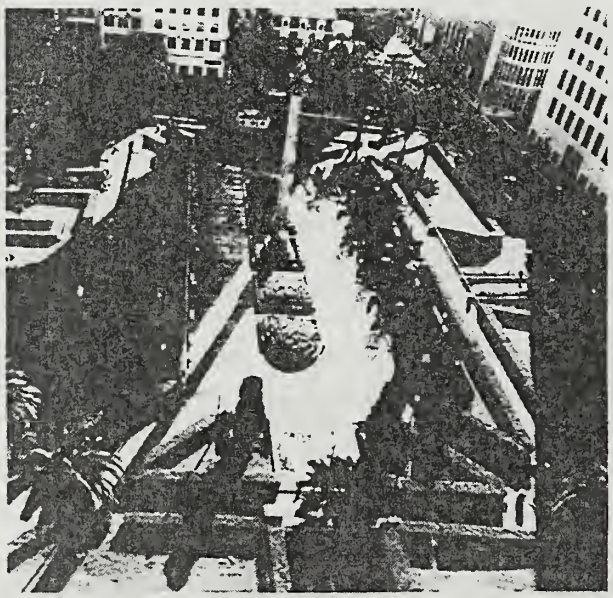
Open Space Category	Size in Acres	Service Area Radius in Miles
Citywide	varies 1–1000	1/2
District	over 10	3/8
Neighborhood	1–10	1/4
Subneighborhood	less than 1	1/8

mud flats, beaches and sand dunes, as well as fresh water lakes. These areas support the more common indigenous flora and fauna and may provide habitat for rare or endangered species. These natural areas should be identified and protected from change that would alter the habitat, or promote growth of non-native species. Native plant habitats should be preserved and efforts undertaken to remove exotic plant species from these areas.

POLICY 3

Preserve sunlight in public open spaces

Solar access to public open space should be protected. In San Francisco, presence of the sun's warming rays is essential to enjoying open space. This is because climatic factors, including ambient temperature, humidity, and wind, usually combine to create a comfortable climate only when direct sunlight is present. Therefore, the shadows created by new development nearby can critically diminish the utility of the open space.



This is particularly a problem in downtown districts and in neighborhoods immediately adjacent to the downtown core, where there is a limited amount of open space, where there is pressure for new development, and where zoning controls allow tall buildings. But the problem potentially exists wherever tall buildings near open space are permitted.

Properties under the jurisdiction of the Recreation and Park Department or designated for acquisition are now protected by a Charter amendment. It restricts the issuance of building permits authorizing construction of any structure exceeding forty feet ion height that would shade these properties from between one hour after sunrise to one hour before sunset, unless it is determined that the impact on the use of the space would be insignificant.

A number of other open spaces are under the jurisdiction of other public agencies, or are privately owned and therefore not protected by the Charter amendments. These spaces should be given other forms of protection to assure they are not shaded during the hours of their most intensive use.

POLICY 4

Gradually eliminate non-recreational uses in parks and playground and reduce automobile traffic in and around public open spaces.

Nonrecreational Uses

The City should gradually eliminate nonrecreational uses in its public open spaces. In the past parks and playgrounds have been used as sites for public facilities such as libraries, fire and police stations, sewer plants and schools. Undoubtedly, the public need for them was great at the time of their construction and many are still essential. But as nonrecreational facilities such as these become obsolete, the City is faced with the decision to renovate them or to relocate them altogether.

In cases where it is possible to provide services elsewhere, it should be the City's policy to eliminate nonrecreational uses in parks and playgrounds, demolish the facility and return the site to open space use. If the facility can be successfully converted to recreational use, then reuse could be an alternative to demolition. The City should not, however, permit the reuse of such facilities for other nonrecreational purposes. The same policy should apply to the reuse of obsolete recreational facilities.

In cases where it is not presently possible to provide services elsewhere, the City should simply maintain the facility and not permit its expansion.

Automobile Traffic

Roads in and around San Francisco's public open spaces are used both by through traffic and by people enjoying the parks. As demand for each intensifies, the conflict between the two uses grows. This conflict should be resolved in favor of open space users because heavy or fast traffic endangers pedestrians, cuts access to open space, damages plant life and reduces the pleasure of being in the open space. The following methods of reducing traffic in and around public open space are consistent with the urban design and transportation elements of the Master Plan and should be applied where possible:

- Discourage nonrecreational travel in and around public open space by diverting through traffic from open space roads onto major and secondary thoroughfares located at sufficient distance from major open space.

- Reduce the capacity of roads in public open spaces and redesign existing roads for leisurely, scenic driving. Permit continued use of existing roads for recreational driving where it does not limit pedestrian use and enjoyment.

- Close off roads to automobiles on a part-time basis in order to return open spaces to recreational use. Expand into full-time street closing where possible. Increase weekend street closings for use by pedestrians and bicyclists.

- Prohibit construction of new roads and parking lots in developed public open spaces.

- Encourage walking, and the use of bicycles and public transit for recreational travel.

POLICY 5

Preserve the open space and natural historic, scenic and recreational features of the Presidio.

The Army's military mission in the Presidio is important to the city's economy, as it is to the nation's security. A number of the Presidio's structures are physically and/or functionally obsolete and need to be replaced. The City should support the Army in its efforts to provide modern facilities for its troops and their dependents. At the same time appropriate actions should be taken to preserve open space and enhance the unique historic, scenic and recreational qualities of the Presidio.

The Presidio is among the most important and historic open spaces in the City. Some of the Presidio lands are managed by the U.S. Army and some by the National Park Service as part of the Golden Gate National Recreation Area (GGNRA) or the Fort Point National Historic Site. Both the National Park Service and the Army are responsible for preserving the Presidio's natural setting, and protecting against development that would destroy its scenic beauty and natural character. The Presidio is shown in Map 3.

Much of the area under the jurisdiction of the U.S. Army is maintained as open space, a substantial part of which is accessible to the public. Most of the shoreline area has been transferred to the National Park Service. As mandated by the terms of the enabling legislation, jurisdiction of a 10-acre area just east of Long Avenue, currently being used as a motor pool and storage area, should be transferred to the National Park Service to be managed as part of Fort Point National Historic Site. If the Coast Guard station is closed and its function relocated, this property should also be transferred to the GGNRA.

Because of its proximity to the GGNRA and sensitive shoreline resources, the area north of Old Mason Street should be maintained as open space. As opportunities present themselves, developed areas within the shoreline zone should be converted to open space use by relocating existing buildings and uses to other developed areas.

Large portions of the Presidio, including the historic parade ground, have been developed as surface parking lots, much of it for commuters working in the Presidio. The Presidio should develop a transportation management program to expand use of transit, carpools and vanpools, and to reduce the amount of needed parking. Needed parking should be converted into parking structures wherever possible.

The following guidelines should apply to new development and land use changes in the Presidio:

1. No new structures should be built that would adversely affect the scenic beauty and natural character of the Presidio.



THE PRESIDIO OF SAN FRANCISCO

Map 3

SHORELINE ZONE
Shoreline Guidelines Apply

NATIONAL PARK SERVICE JURISDICTION
Open Space Area

••••• PROPOSED SHORELINE TRAIL

U.S. ARMY JURISDICTION

Open Space Area

Developed Area

Area Recommended For Transfer To National Park Service

2. No additional housing units should be constructed in the Presidio.

3. Except for expansion of facilities of Letterman General Hospital and Western Medical Institute of Research, new construction should be limited to replacement of existing structures with an improvement of similar size.

4. New construction should occur only within the existing developed areas with one possible exception. In order to create more open space for public use in developed areas in the shoreline zone, existing structures in the shoreline zone could be removed and replaced in an existing open space area with less public use potential, if such replacement would not result in the degradation of the Presidio's overall scenic beauty and natural character.

5. The Presidio shoreline should be developed as stated in Shoreline Policy 5 of this Plan, and development should be subject to shoreline guidelines as stated in Shoreline Policy 1.

6. Historic structures and sites should be preserved. The Presidio has been declared a National Historic Landmark and 300 historically significant structures have been identified.

7. A mixture of naturalistic grassland and forest should be maintained in existing open space areas. The Presidio's forestry management plan should promote a balanced approach to maintenance of the forest resource and restoration of the native vegetation communities.

8. The recreation trail system should be maintained and improved. The system should include well designed and marked hiking and bicycle trails through the Presidio. Points of historic interest should be marked. A shoreline trail should link Seacliff with the Marina.

POLICY 6

Make open spaces accessible to people with special needs.

The City should ensure that public open spaces are accessible to all San Franciscans, including persons with special recreation needs. These may include seniors, the very young, people with disabilities. In order to achieve this policy, park and recreation facilities should be planned and programmed for people with special recreation needs in mind.

Recognized design standards for the disabled should be reviewed and employed for all construction in order to facilitate use and enjoyment by persons with disabilities. Design standards for the elderly, and for young children should also be employed to accommodate the specific needs of these user groups. In all new construction, facilities should be constructed consistent with the appropriate design standards. Similarly, as parks and facilities are renovated, these same design standards should be applied. Facilities which do not meet the standards should be identified and necessary modifications should be programmed as priority items, and implemented as funds become available.

Special recreation programs are also needed for groups and individuals whose particular recreation needs are not ordinarily met at existing facilities, or in existing programs. Some facilities and programs are now available. As new or extended programs are offered, additional professionally trained staff and facilities may be required. In addition, transportation programs may be required to bring individuals and groups with special needs to the facilities.

POLICY 7

Acquire additional open space for public use.

San Francisco already has an extensive system of public open space owned by the Recreation and Park Department, other City agencies, and the State and Federal government. Nevertheless, additional public open space is needed in certain areas and should be acquired and/or developed for public use and enjoyment. These areas are shown on Map 4. The Shoreline section of this Plan identifies areas along the shoreline, particularly on the eastern waterfront, which should be made into usable public open space. The Neighborhood section of the Plan discussed some specific sites and some general areas where additional public open space is needed but where specific sites have not been identified. Similarly the Downtown section of the Plan discusses where additional open space is needed.

In some cases, a parcel or parcels indicated for acquisition may be in active use. In those cases, acquisition may be delayed until change in use or tenancy occurs, or the property could be acquired and leased back to the user



CITYWIDE RECREATION & OPEN SPACE PLAN

Map 4

EXISTING PUBLIC OPEN SPACE

Retain Outdoor Open Space, Preserve Natural Qualities, And Where Appropriate Convert To Public Recreational Use

PROPOSED PUBLIC OPEN SPACE

Acquire For Or Convert To Public Open Space

Provide New Open Space In The General Vicinity

..... Proposed Shoreline Trail

until development for open space use would be beneficial. In this way, public ownership of properties identified in this plan could be assured while limiting financial impacts to current property owners or tenants.

Priority should be given to acquiring sites which are threatened by development. An application to develop a privately owned site cannot legally be denied solely on the ground that it is proposed for public open space use in this Plan. Therefore, if the owner of a privately owned site proposed for acquisition wishes to develop the site it should be determined whether the Recreation and Park Commission is prepared to proceed with acquisition or whether there are alternative means to acquire it, and if not, processing of the development proposal should proceed. If development does occur, the situation should be examined to determine whether the site should remain in the Plan for some possible future acquisition or whether it should be dropped from further open space consideration and the Plan amended accordingly.

Open space acquisition should not be limited by the City's inability to maintain additional parkland. However, the City should recognize that acquisition will require an on-going commitment of additional resources for maintenance. In appropriate cases, the City should acquire the property, and develop low cost maintenance techniques and programs for open space that is not used for intensive recreation, or should hold the land vacant, until development and maintenance funds are available.

POLICY 8

Develop a citywide urban trails system that links city parks and public open space, hilltops, the waterfront and neighborhoods and ties into the regional hiking trail system.

An urban trails system should be created on streets and public rights-of-way and provide interesting pathways to link city parks and public open space with the neighborhoods. A comprehensively planned urban trail system, composed of carefully selected routes and well designed details, could be a valuable recreation resource. The citywide system should have convenient links with the regional hiking trail system, and with regional transit systems. Development of the trail system should include the following elements:

Route Selection

The objective in route selection should be to choose trails that provide information about the city's history, frame vistas of the City and Bay region, and permit the opportunity to view and visit interesting cultural, architectural and natural geographical features. The trail system should link city parks and public open space with interesting historic, natural, and man-made features that may attract and accommodate a variety of users.

Route Information

A map showing the trail route and park system should be available for public distribution. Trail markers or signs should also be installed along the route. Historic photographs or other information could provide interesting information about the route or particular location.

Landscape Treatment

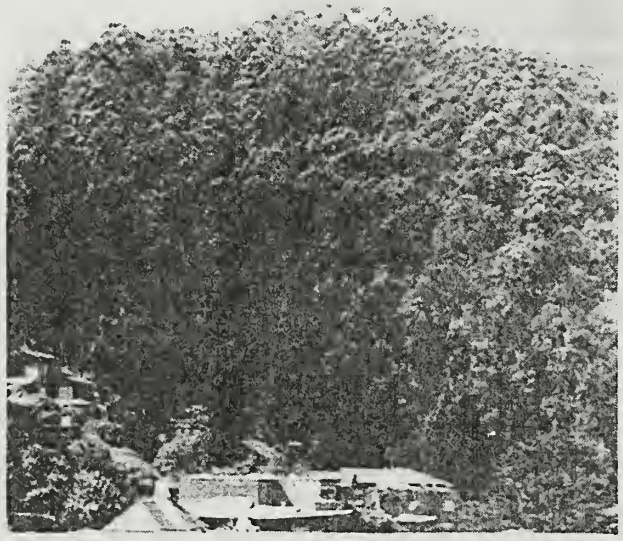
Landscape treatment of the trail system could include installation of trees and other vegetation as well as special paving materials and street furniture to provide pleasant resting areas. Use of street furniture, signage, and other design elements should be used consistently along the trail to facilitate trail identification.

POLICY 9

Maintain and expand the urban forest.

Trees planted in city parks, on public open space, on city streets and on private property, collectively form the "urban forest". This urban forest contributes substantially to the quality of life in the city. Trees impart a sense of nature, provide shade and moderate the microclimate. Strolling through a grove of trees in a City park, a private yard, or along a public sidewalk, or viewing a forest on a distant hilltop, are experiences that enrich one's enjoyment of the city.

A number of City agencies have authority over San Francisco's urban forest. The Recreation and Park Department plants and maintains trees and other landscape materials in City parks, and on some other public



land. The Department of Public Works Urban Forestry Division has permit jurisdiction over all street trees, and plants and maintains trees along certain public streets.

Street trees contribute to the streetscape environment and can be used to visually screen unattractive and incompatible land uses.

Private property owners should be encouraged to plant trees fronting their property consistent with an overall street tree planting plan. Street trees should be required in new development in residential, commercial, and neighborhood commercial districts with provision for substitution of other landscape material or waiver of the requirement in those limited instances where street trees would interfere with pedestrian circulation.

The City plants trees in city parks and public open space, and along certain major city streets. These are maintained on a regular and emergency basis by the city. However, maintenance of most of the City's street trees, and all trees on private property, is the responsibility of the abutting property owner. This obligation should be enforced.

Many of the city-maintained trees have reached maturity, and need to be replaced. This is particularly true in the city's older parks, where many trees are dead, or visibly decaying. A major reforestation effort should be undertaken by the City in many of the larger parks, on other City properties and some major public streets. The magnitude of this effort is beyond the current scope of existing tree maintenance programs and budgets. A farsighted program should be developed to adequately maintain San Francisco's urban forest, and to ensure a legacy of green in the century ahead.

A reforestation program should include the following major program elements:

Systematic Inventory

A systematic inventory of the urban forest should be undertaken. The database should be both comprehensive and easy to update. Data elements should include geographic location, tree species, size, age, and disease classes, and other information as may be necessary or desirable.

Planting, Tree Replanting and Maintenance

A reforestation and horticultural maintenance element should provide a framework for program implementation. Principles of urban planning, landscape design, and horticulture should be employed to determine appropriate form, texture, color and scale of trees to be planted. The diversity of species planted throughout the city should be increased. The species or variety planted in any area should be chosen for design objectives identified in the Urban Design Element of the Master Plan, as well as the tree's ability to thrive in the area's microclimate and soil conditions.

The City should continue to plant street trees. A program to ensure the availability of trees of the species, age, class, and form required for planting should be developed. This could take the form of developing propagation and nursery facilities, or contracting with private sector nurseries.

Consistent use of recognized planting standards should be used to reduce transplanting shock and ensure the highest viability of all trees planted. Such standards should include guidelines for planting depth, placement, staking, watering and maintenance through the first years of growth.

Trimming and pruning standards should be developed appropriate to different tree forms, and should be consistently adhered to. Proper pruning practices and tree maintenance should result in healthy and well-formed tree canopies that require a minimum of maintenance.

Guidelines should be developed, as appropriate, for required tree removal. Removal of large areas of

naturalistic tree plantings will require treatment significantly different from that used to remove over-mature or diseased street trees. When large or overmature trees have been removed, reforestation should proceed as soon as practical. However, a certain number of dead trees should be left standing for their habitat value, if they are not a safety hazard.

Wood Waste Management and Utilization

Tree removal and reforestation will generate a significant amount of wood and waste products. A program should be developed to utilize the wood and effectively manage the waste generated. Sale of merchantable timber, cord lumber, wood chips, and bark chips could help to offset the cost of the reforestation program, and reduce the solid waste problem that tree removal and maintenance generates.

Interagency Coordination and Public Information

Currently the responsibility of maintaining San Francisco's urban forest rests with several city agencies, and private property owners throughout the city. Tree planting, maintenance and removal standards should be prepared by the Department of Public Works and Recreation and Park Department, and made available to other City agencies and the public. The same standards should be used by everyone responsible for maintaining the city's urban forest. Equipment and trained professionals could be shared by the implementing agencies. Nonprofit corporations, such as the Friends of the Urban Forest, can also provide assistance to neighborhood groups and individuals.

POLICY 10

Develop a master plan for Golden Gate Park.

Golden Gate Park plays a key role in the public recreation system in San Francisco. With 1,017 acres, it is the largest and most diverse park in the city system and provides places for active recreation, cultural institutions, as well as landscaped areas of pastoral character. The park is enjoyed by city and Bay Area residents, as well as national and international visitors.

The park is over one hundred years old. Some of its infrastructure needs to be replaced or renovated. Some buildings and recreation facilities no longer serve the purpose for which they were intended. Forested areas and woody vegetation are overmature or diseased. Conflicts exist between the need for additional recreational development, maintenance of the park's historic and naturalistic character, and the preservation of its valuable open space. Transportation problems have developed, including excessive through-traffic, all-day commuter parking, and unsatisfactory pedestrian access and circulation.

To address these problems, work on the Master Plan has begun. The overall goal of the Golden Gate Park Master Plan should seek to retain the integrity of the park's original design while having sufficient flexibility to accommodate society's evolving needs. In 1979, the Recreation and Park Commission, adopted "Master Plan Objectives and Policies for Golden Gate Park," to guide any necessary changes, act as a blueprint to guide maintenance of the park's rich landscape, and steward Golden Gate Park through the next century. The objectives are to:

1. Acknowledge Golden Gate Park's contribution to the diversity of cultural and recreational activities available to residents of San Francisco and the Bay region; recognize the park's importance as an American cultural resource.

2. Provide for the protection and renewal of the park landscape.

3. Preserve the open space of Golden Gate Park.

4. Create and maintain a park-wide system of recreation roadways, pathways and trails. Minimize vehicular traffic.

5. Foster appropriate use of park recreation resources.

Consideration should be given to establishment of a separate public advisory committee, supported by a professional staff consisting of planners, landscape architects, recreation specialists, and horticulturists to prepare the plan. This advisory committee should report to the Recreation and Park Commission.

The objectives and policies serve as the basis for five master plan elements which should carry out the adopted policies, and address specific issues and park features. The five elements are:

Forest Management
Circulation-Transportation Management
Land Use
Landmarks and Structures
Landscape Design

The first two elements, Forest Management and Circulation, have been adopted by the Recreation and Park Commission and are being implemented. The City should provide the necessary resources to complete the remaining master plan elements. The five elements are described below:

Forest Management

The Forest Management Element addresses the problems of the park's forest and understory vegetation. It includes an extensive tree inventory, reforestation program, and management and design guidelines.

Circulation - Transportation Management

The Transportation Management Plan focuses on all forms of access to and circulation throughout the park. This element is designed to create and maintain a park-wide system of recreational roadways, pathways and trails while minimizing vehicular traffic. Key elements include the restriction of through-traffic to designated roadways and reduction of the number and impact of such roadways. The plan encourages use of public transit, development of a safe and inviting pedestrian system, and accommodation of bicycle and equestrian trail systems.

Land Use

The land use element should update the existing inventory of land uses, facilities, structures, and recognized landmarks and identify appropriate areas for required land uses throughout the park. All activities, features and facilities should be subordinate to the present design and character of the park. The plan should preserve the park's valuable open space and not permit construction of new recreation or cultural buildings within Golden Gate Park unless incidental to enjoyment of the Park's open space. No additional roadways should be allowed to encroach on the park. Emphasis should be given to activities which do not diminish open space.

The primary function of the park is to serve the recreation needs of all San Francisco residents. Neighborhood serving facilities should be located in the adjacent neighborhoods themselves.

Landmarks and Structures

The landmarks and structures element should evaluate historic values, and physical and structural conditions, and current and required maintenance levels of the park's landmarks and structures. An inventory of existing structures and recognized landmarks should be updated. The plan should encourage restoration and reconstruction of landmarks and require that any modification or replacement of existing buildings be compatible with the landscape character and historic features of the park.

Restoration requirements should be identified and programmed as part of the capital improvement budget, or other funding sources. While advocating the provision of park amenities and visitor services, the plan should prohibit any construction which would detract visually or physically from the character of the park.



Landscape Design and Features

The landscape design element of the master plan should provide for the protection and renewal of the park's unique landscape areas. The size and form of the park's major pastoral landscape elements, its meadows and wooded areas should be retained and renewed. Similarly, the overall evergreen landscape character of the park should be maintained as the dominant design element. This element should closely coordinate with the forest management element.

Existing formal gardens and colorful horticultural displays should be retained, in areas designated in early park plans; however, new colorful horticultural displays should not be introduced into predominantly evergreen areas. Landscape design standards should be employed to guide restoration and maintenance of meadow areas, lake and water course edges, park entrances and pedestrian pathways, intensive recreation use areas, and roadways and other paved areas.

POLICY 11

Develop McLaren Park into a high quality, city serving park.

McLaren Park, primarily undeveloped parkland, should be developed into a park of high quality. A master plan for the park should be adopted by the Recreation and Park Commission. A variety of landscape features and specialized recreation facilities could be accommodated on the 318 acre park site. McLaren Park should become a citywide resource, because of its large size, varied landscape, and the specialized activities and programs that may be suited for developments within the park. McLaren park should also offer uses which satisfy the recreation needs of adjacent neighborhoods. Neighborhood-serving uses should be sited primarily along the park's periphery.

Development of the park should capitalize on the site's natural conditions, including topography, existing native vegetation, and views. Natural areas of the park, including open grasslands and wooded areas, should be preserved. When adding new features simple forms, and natural appearance should be emphasized. New plantings should be added in the park to act as windbreaks, to define subareas of the park, and to provide visual accents. Plant species should be hardy, wind and fire resistant and provide for and enhance wildlife habitats. Existing wildlife habitats should be preserved and a management plan should be developed to insure their long-term viability.

The existing trail system should be retained and missing linkages completed. Any new development should build on the existing infrastructure including roads and parking areas, the irrigation system and drainage structures, lighting and electrical installations. New recreation areas should serve active, as well as passive, non organized recreation needs. The park should include the following specialized features: a renovated amphitheater, meadows, overlooks, picnic areas, a park office and community center building and a community garden.

POLICY 12

Expand community garden opportunities thoughout the City.

Community gardens are a valuable use of open space in dense urban areas. They improve the quality of life in the city by revitalizing neighborhoods, and stimulating social interaction and neighborhood cooperation. In addition they provide opportunities for recreation and exercize for those who work in the gardens, and provide visual interest to the general public.

There are many existing community gardens in the City. They are located on private property, undeveloped street ROW's and underused (vacant) public property, public parkland, rooftops, etc. Acknowledging the values community gardens have for the City, the Board of Supervisors passed a resolution encouraging a minimum of 100 community gardens to be established in the City by 1996.

City departments should fully cooperate with neighborhood organizations and non-profit organizations, such as the San Francisco League of Urban Gardeners, SLUG, to establish, maintain, and administer community gardens at sites throughout the City. The City should also investigate opportunities to preserve existing gardens, in order to maximize the opportunity for San Franciscans to use, enjoy, and benefit from community gardens.



SHORELINE

OBJECTIVE 3

PROVIDE CONTINUOUS PUBLIC OPEN SPACE ALONG THE SHORELINE UNLESS PUBLIC ACCESS CLEARLY CONFLICTS WITH MARITIME USES OR OTHER USES REQUIRING A WATERFRONT LOCATION.

The Pacific Ocean, San Francisco Bay and their respective shorelines are the most important natural resources in San Francisco. Their open space potential is considerable. Together they offer unlimited opportunities for water oriented recreation. They are the pride of San Francisco's views and the source of the city's agreeable climate. Furthermore, most of the property adjacent to the thirty-two mile shoreline is in public ownership. This offers an unparalleled opportunity to provide a variety of open space experiences.

The western and northwestern shoreline should function as a long unbroken stretch of open space; its natural qualities should be preserved and should complement the more urban character of new open spaces along the Bay.

On the northeastern and eastern shoreline the objective is different. Here the challenge is to provide more open space along the Bay and public access to the shoreline while maintaining active maritime and other essential waterfront uses.

Significant progress has been made in opening the shoreline to the public. With the advent of the Golden Gate National Recreation Area the shoreline of the Presidio and Fort Mason have been made available to the public. Sutro Baths has been acquired and Ft. Funston and Lands End have been developed with trails making them more accessible. The creation of the Candlestick Point State Recreation Area in the southeastern corner of the City has added 171 acres and 3 1/2 miles of public shoreline. In the Central Waterfront, Warm Water Cove and Agua Vista Park have been made accessible developed by the Port as mitigation for maritime fill projects. In the northeast waterfront, Pier 7 is to be redeveloped as a public access pier. Planned development of Piers 1-1/2, 3, and 5 will include major public open spaces and public access. Redevelopment plans for the Pier 1 - Ferry Building - Agriculture Building area includes plazas and open space amenities along the waterfront (however, it is not clear whether these plans will be carried out). A 4.8 acre shoreline park is proposed at Rincon Point, and a 6.8 acre public park and small boat harbor are being developed at the base of Second Street as part of the Rincon Point-South Beach Redevelopment project.

Despite this progress, much remains to be done.

Of the 16 miles of shoreline on the eastern shoreline, only about 4.2 miles are publicly accessible. Of the 11.8 miles of shoreline which is not publicly accessible the U.S. Navy owns about three miles, private property owners own about 1-1/2 miles, and the Port owns the balance.

On the western and northwestern shoreline while a significant amount of public open space has already been retained, permanent preservation of a few prime open spaces has not been insured.

POLICY 1

Assure that new development adjacent to the shoreline capitalizes on its unique waterfront location, considers shoreline land use provisions, improves visual and physical access to the water, and conforms with urban design policies.

In order to protect the shoreline and safeguard the public interest in it, the following policies should be applied to new shoreline developments.

Land Use

Priority Land Uses. The most important uses of the shoreline should be those providing substantial long-term public benefits that cannot be provided on other sites within the city. Maritime shipping and freight handling facilities, water-related public recreation and open space, commercial fishing, and water-related industries are included in this category.

Restricted Land Uses. Office, residential, water-related commercial uses such as restaurants, hotels and shops and non water-related industrial uses are appropriate only in the areas designated in this plan or other components of the Master Plan. These uses provide limited public benefits and should be restricted to areas which are not needed for priority uses. Parking acces-

sory to these uses should be in structures or otherwise screened from view. Recreation-oriented commercial services should be permitted where appropriate on land adjacent to open space areas.

Prohibited Land Uses. All developments which do not fall in the previous two categories are not acceptable shoreline land uses. More specifically, industry or commercial uses that are not dependent upon use of the water should not be permitted. Airports and at grade or elevated freeways should not be permitted. Uses such as these should be located away from the shoreline. Parking, unless it is accessory to a permitted use, should not be allowed at or near the waters edge. Finally, all uses which will adversely affect water quality should be prohibited.

Open Space

All new non-maritime developments, on property abutting the shoreline, should provide and maintain on their sites ground level open space, well situated for public access and designed for maximum physical and visual contact with the water. Maritime uses may substitute overlooks or open space on another part of the shoreline if public access is clearly inappropriate because of public safety considerations or significant use conflicts.

The size of the open space provided should directly relate to the size of the new development; the larger the development, the more open space it should provide. Along the water, a generous and well maintained shoreline strip should be reserved to provide public access and accommodate development of a continuous pedestrian and bicycle shoreline trail system, consistent with plans shown on Maps 5-8. A well designed shoreline trail could provide enjoyable visual, educational and recreational experiences for many users. In addition to providing space for pedestrian and bicycle movement, the system should also provide inviting seating areas and viewpoints of waterfront activities.

The types of open space provided in new developments will depend upon the nature of the sites; however, to the extent feasible they should meet the recreational needs of adjacent neighborhoods, especially those deficient in recreation space, and add to the variety of recreational facilities along the entire shoreline.

Urban Design

In urban design terms, new developments should make maximum use of their shoreline locations and complement the shoreline as San Francisco's most important natural resource. More specifically, new developments should:

- Maximize direct physical access to the water;
- Preserve and enhance the natural shoreline, where it exists;
- In windy areas incorporate design features which will make shoreline open spaces more pleasant and usable;
- Avoid shadowing areas of public use;
- Maintain visual access to the water from more distant inland areas by preserving view corridors and lowering the profile of buildings;
- Restrict uncovered parking beyond the seawall (over water) that is visible from adjacent public areas;
- Screen development from view from the shoreline if it will detract from the natural setting of the shoreline;
- Provide ample natural landscaping;
- Meet the more specific design policies and principles in the Urban Design Element and Western, Northeastern, Central Waterfront and South Bayshore Plans of the Master Plan.

These policies governing land use, open space and urban design should be applied to new non-maritime developments within the Shoreline Zone designated in this plan. They should be applied to maritime uses only to the extent they are comfortable with the nature and operation of the Maritime facilities.

The Shoreline Zone covers the city's entire shoreline but varies in the degree to which it extends inland depending on the quantity of existing open space and public recreation facilities in the area, the pattern of land ownership, and on the amount of new development anticipated. For the most part, development at the water's edge is of primary concern. There may be developments further inland, however, which affect physical and visual con-



tact with the water or affect the use of the shoreline for open space. Shoreline policies on open space and urban design should be applied to these developments as well.

In locations where major new public open space areas are to be established, active and passive recreation should be the major use. Some limited commercial recreation uses may be integrated with the open space area, subject to the following conditions:

- The proposed use should be directly related to waterfront recreation activity and compatible with the primary function of the recreation area;
- Development should be designed to preserve view corridors and create open views to the water and provide usable open space accessible to the general public free of charge;
- Development should be in a concentrated area and strictly limited in coverage to result in a small-scale, pedestrian-oriented facility that adds interest, variety, and amenity to recreational use of the shoreline;
- Land should be retained in public ownership.

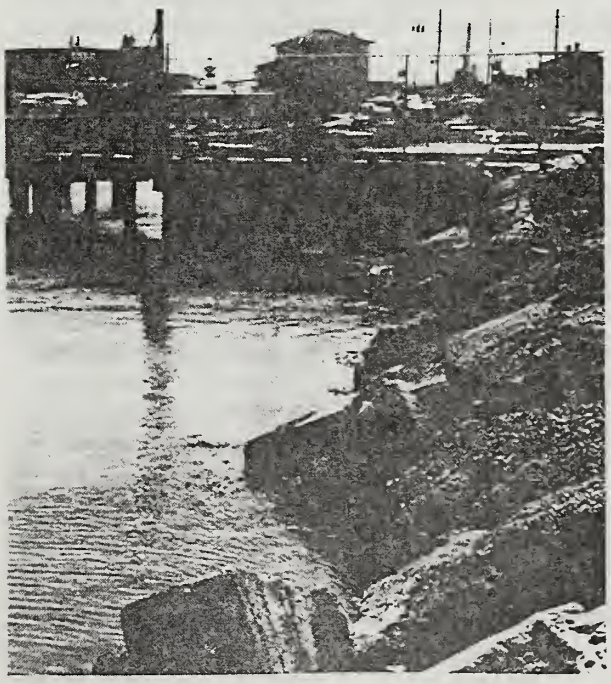
POLICY 2

Maintain and improve the quality of existing shoreline open space.

Most of San Francisco's shoreline open spaces are located on the headlands and on the western and northern shorelines. For the most part they are now incorporated as part of the Golden Gate National Recreation Area, and administrated by the National Park Service which has made them much more accessible to the public. However, the National Park Service must be adequately funded to assure they are adequately maintained and policed.

Existing open spaces on the northeastern waterfront should be improved to promote increased public use. Simple public improvements such as effective signs, well marked trails, safety features, landscaping and general cleanup are needed to promote greater use of these and other shoreline areas.

The beaches and and tidal flats in the Warm Water Cove, Agua Vista and Mission Rock areas have been dumping grounds for tires, auto parts, concrete slabs, and other debris that limits public use and enjoyment. In addition, severe winter storms have eroded sections of the shoreline. The accumulated debris in these areas should be removed, and the shorelines restored and stabilized. Once the shoreline areas are cleaned up and restored, consistent maintenance should be performed.



Several city agencies, as well as the State and Federal government, provide public open space along the shoreline. Additional coordination and cooperation between agencies could result in more consistent maintenance and result in increased public use and enjoyment. Plans for improvements and renovation should also be coordinated by the affected agencies.

POLICY 3

Create a trail around the perimeter of the City which links open space along the shoreline and provides for maximum waterfront access.

A safe, continuous shoreline trail should be developed linking all waterfront open spaces from Ft. Funston to Candlestick Park. The trail should have continuous waterfront access unless the shoreline location clearly conflicts with active maritime use. At these locations, the trail should be routed inland around the maritime activity and then linked up with the shoreline.

The trail should be designed to provide amenity along the waterfront by installing trees and vegetation that can thrive in the marine environment. Sturdy paving and well designed street furniture should be installed in appropriate locations and design elements employed to provide scale, frame views of the ocean and Bay, and create a consistent and distinctive shoreline trail. Existing underutilized open spaces on the eastern and northeastern waterfront should be improved for public use and enjoyment as part of the shoreline trail development.

The trail should provide for pedestrian and bicycle movement. The trail should use consistent design elements, maintain visual continuity along the waterfront and create a variety of water-edge experiences. The trail should also encourage fishing and other active water-oriented recreational uses along appropriate areas of the shoreline. This may be achieved by installing and maintaining water taps, and basins to facilitate cutting bait and cleaning fish. From China Basin to Aquatic Park, the pedestrian system should be supplemented with a recreation oriented shoreline transit system that will facilitate public access along the waterfront.

Water Taxi Service

At some point in the development of the shoreline the potential to establish a water taxi service between shoreline parks should be investigated. Such a service could provide a desirable transportation service as well as another recreational amenity.

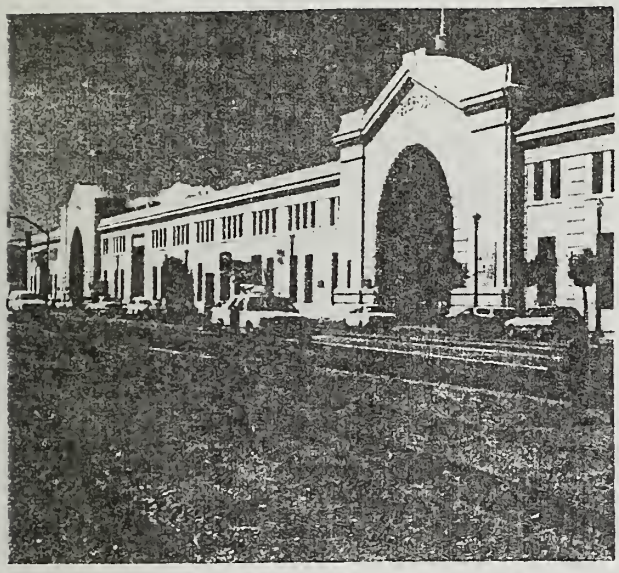
POLICY 4

Create a visually and physically accessible urban waterfront along the Embarcadero corridor between Fisherman's Wharf and China Basin.

The Embarcadero Corridor has the potential to become one of the world's great public waterfronts. However, two massive physical barriers stand between the city and the water's edge. One consists of the bulkhead buildings which were built in the nineteen-teens to accommodate the breakbulk cargo handling methods of the day but which now act as a wall between the City and the Bay. The other consists of the double deck concrete freeway structure erected in the 1950's between Broadway on the north and Folsom on the south.

Many of the bulkhead structures are attractive and some of them should remain because of their visual and historic interest, others should be narrowed or removed to open up visual and physical access to the water. Removal of the bulkhead buildings and installation of a pedestrian promenade between the Agriculture Building and Pier 24 has opened up views of the bay and the Bay Bridge and in a very real sense returned that part of the shoreline to the city. Selective removal of bulkhead buildings elsewhere along the Embarcadero corridor can have the same result. Those bulkhead structures that do remain can be visually opened up so they can be seen through and around and public access can be provided through, around and behind them.

The voters have rejected an opportunity to demolish the elevated freeway. As long as the structure remains, steps should be taken to make the structure less of an obstacle. The area under the structure between Mission and Washington is currently occupied by surface parking lots and a seldom used rail track. The parking should be eliminated or reduced and reorganized and the roadway and tracks should be realigned, with as much of the alignment under the freeway structure as is feasible. This would make it possible to enlarge Justin Herman Plaza, create a wider bay side promenade, and provide more area for landscaping. More trees and vines should be planted to screen the concrete structure and sound barriers or baffles should be installed to reduce the noise from the traffic overhead. The portions of the two stub



ends of the freeway structure which were installed in anticipation that the elevated freeway would be completed along the waterfront and are not now being used, should be removed.

The pedestrian promenade should be extended the full length of the Embarcadero and the proposals for creation of open space areas and for open space improvements, as outlined for the northeastern shoreline in Policy 5 below should be undertaken.

POLICY 5

Provide new public open spaces along the shoreline.

The City cannot meet all its shoreline recreation potential simply by improving existing public open spaces and by applying the guidelines governing new development. Certainly, shoreline access in private developments and places to fish or view port operations will help realize the shoreline's recreation potential. But some new larger public open spaces are also needed.

Acquisition of new shoreline open space on the northeastern and eastern edge of the City should be given high priority. This is the area most deficient in shoreline open space. It also has the most potential for meeting the recreation needs of neighborhoods in the eastern half of the City. The Recreation and Park Department should work closely with the Port of San Francisco and Redevelopment Agency to provide new parks, and provide additional recreational opportunities and public access along the Bay Shoreline.

Active recreational uses should be promoted along portions of the waterfront. These could include, but not be limited to, water oriented uses such as shoreline fishing, swimming, and boating. New shoreline park land and public open space should be acquired and/or developed. In addition, existing underutilized open space on the Bay Shoreline that is not now in maritime use, or planned for such use, should be identified for public access improvements.

Although the Bay shoreline should have priority for new public parks, a few parcels on the western shoreline should also be acquired or preserved for public open space.

More specific policies for open space development at specific locations along the shoreline appear below.

WESTERN SHORELINE*

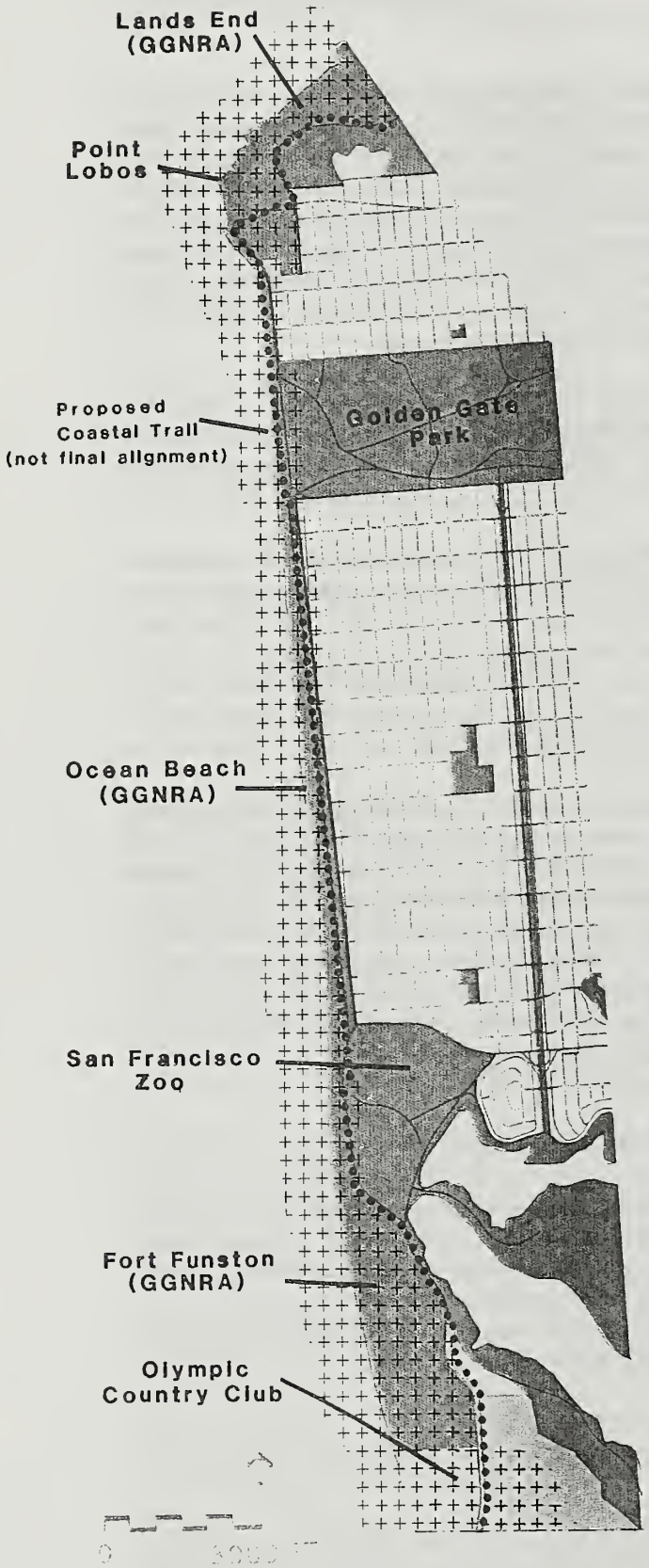
Olympic Country Club

Retain as open space. If private golf course use is discontinued, acquire for public recreation and open space, if feasible. If not, cluster permitted development in order to preserve major portions of the area as publicly accessible open space. Maintain trails in the bluff area west of Skyline Boulevard and encourage granting an easement of this area by the property owner to the National Park Service as part of the Golden Gate National Recreation Area (GGNRA).

Fort Funston (GGNRA)

Maximize the natural qualities of Fort Funston. Develop recreational uses which will have only minimal effect on the natural environment. Support creation and continued development of an environmental education center. Permit continued use of existing hang glider decks, and picnic areas.

*The **Western Shoreline Plan**, which is part of the **Master Plan**, is the City's plan for the Local Coastal Zone established by the California Coastal Commission. This plan includes objectives and policies pertaining to open space in the area covered by the plan (see Map 5). A summary of these provisions is included here. The **Western Shoreline Plan** should be consulted for details.



Map 5
WESTERN SHORELINE PLAN

SHORELINE ZONE

All New Development Subject To Shoreline Guidelines

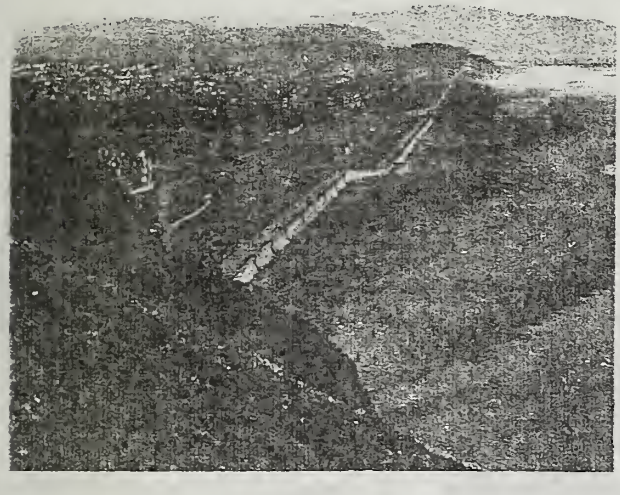
PUBLIC OPEN SPACE

Maintain And Improve The Quality Of Existing Shoreline Open Space & Recreation

PROPOSED PUBLIC OPEN SPACE

Provide New Open Space Along The Shoreline

••••• Proposed Shoreline Trail



Great Highway

Develop the entire Great Highway right-of-way from Sloat Boulevard north to Pt. Lobos as a recreational parkway. Emphasize slow pleasure traffic and safe pedestrian access to the beach. Create and maintain bicycle, pedestrian and equestrian trails along the corridor and link them to Golden Gate Park and regional coastal trail systems. When a new seawall is constructed, extend the pedestrian promenade and provide convenient beach access stairs at regular intervals.

Design the seawall, promenade, and beach access system to afford maximum protection to the dune ecosystem. Provide safe access to Ocean Beach by installing signalized crosswalks which are well lit after dark. Provide and maintain trail linkages between Golden Gate Park and Sutro Heights park by creating a landscaped recreational corridor adjacent to the former Playland-at-the-Beach site. Where possible, create new playgrounds for adjacent neighborhoods.

Ocean Beach (GGNRA)

Continue as natural beach area for public recreation. Improve and stabilize sand dunes where necessary with natural materials to control erosion.

Golden Gate Park

Strengthen the visual connection and physical access between the park and the beach. Improve the western end of the park for public recreation and when possible eliminate the sewer treatment facilities. Extend the reforestation program, which has been established to replace dead and dying trees at the windbreak along the ocean, throughout the park to ensure vigorous forest tree growth and maintain high visual quality. Emphasize the naturalistic landscape qualities existing at the western portion of the park, and encourage increased visitor use in the area. (Golden Gate Park is more fully discussed in the Citywide System section, policy 11.)

Seal Rocks (GGNRA)

Maintain Seal Rocks in public ownership and protect the marine wildlife habitat.

Cliff House-Sutro Baths (GGNRA)

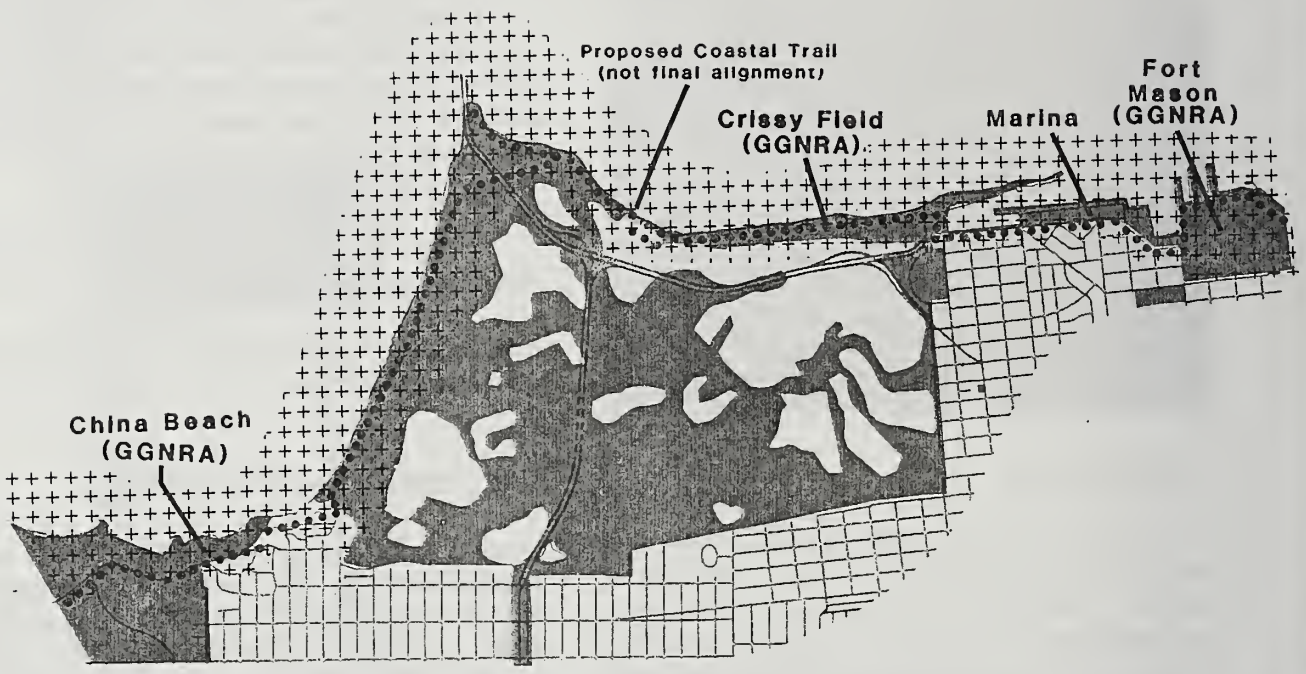
Develop the Cliff House-Sutro Baths area as a nature-oriented shoreline park. Permit limited commercial recreation uses if public ownership is maintained and control development to preserve the natural character of the site. Selectively develop historic bath ruins with stairs, walkways and ramps, seating and landscape improvements to permit increased public use and enjoyment.

Sutro Heights Park (GGNRA)

Continue use as park and preserve historic and natural features. Restore selected landscape elements and improve overlooks. Protect the natural bluffs. Keep the hillside undeveloped in order to protect the hilltop landform, and maintain views to and from the park. Acquire the former Playland-at-the-Beach site north of Balboa if funds become available.

East and West Fort Miley (GGNRA)

Develop public open space area for continued recreational use and preserve natural and historic features in conjunction with the Golden Gate National Recreation Area. Maintain picnic areas and create an historic interpretive center and facilities for day camp use. Fort Miley Veterans Administration hospital parking should be provided on the hospital grounds.



Note: For the Presidio see Map 3

NORTHWESTERN SHORELINE PLAN

Map 6

SHORELINE ZONE

All New Development Subject To Shoreline Guidelines

PUBLIC OPEN SPACE

Maintain And Improve The Quality Of Existing Shoreline Open Space & Recreation

PROPOSED PUBLIC OPEN SPACE

Provide New Open Space Along The Shoreline

••••• Proposed Shoreline Trail

NORTHWESTERN SHORELINE

Lincoln Park

Continue to provide public recreation facilities in areas that have already been developed. Maintain the remainder of the park as naturalistic open space. Limit improvements to those necessary to ensure access and adequate public safety. Take measures to control erosion where it is a problem and to restore bluff land-forms to a stable naturalistic condition.

China Beach (GGNRA)

Facilitate continued use for ocean swimming and as a public recreation area.

The Presidio Shoreline (GGNRA)

Provide, maintain and identify with appropriate signage, a continuous shoreline trail from the southwest edge of the Presidio (Seacliff) to its eastern end in the Marina.

Attractively maintain the significant open space on each side of the Golden Gate Bridge toll plaza. Provide for recreational access through the Golden Gate Bridge Highway and Transportation District's staging and maintenance areas.

Develop the Crissy Field area to permit more intensive recreational uses without significantly altering the character of its open landscape. Enhance existing beach and lawn areas to accommodate varied active and passive recreational uses, and enhance views of the Golden Gate. Integrate the landscaping, design, development and use of the portion of Crissy Field under jurisdiction of the US Army with the portion managed by the National Park Service. Reduce the profile of any development near the National Recreation Area so that it may be screened from view from the shoreline.

The Presidio is more fully discussed in the Citywide System section, Policy 5.

Marina—Presidio to Gashouse Cove

Maintain the quality and character of the Marina Green. Enhance public access to boat marinas consistent with reasonable marina privacy.

Fort Mason (GGNRA)

Protect natural vegetation and marine wildlife habitat at the northeast portion of the site. Maintain the existing cultural center in renovated pier and warehouse structures, and use for educational and cultural facilities and activities. Encourage continued programming of special events and activities. Introduce landscaping in parking area. Develop the Burton Memorial amphitheater. Preserve historic gardens and adapt historic buildings to community uses as current use is discontinued and structures are made available by the U.S. Army.

NORTHEASTERN SHORELINE*

Alcatraz (GGNRA)

Maintain as public open space for recreational use. Preserve historic structures and gardens and provide interpretive exhibits describing the island's history. Remove non-historic structures and develop landscaped areas to increase public use and enjoyment. Protect bird and marine wildlife habitats.

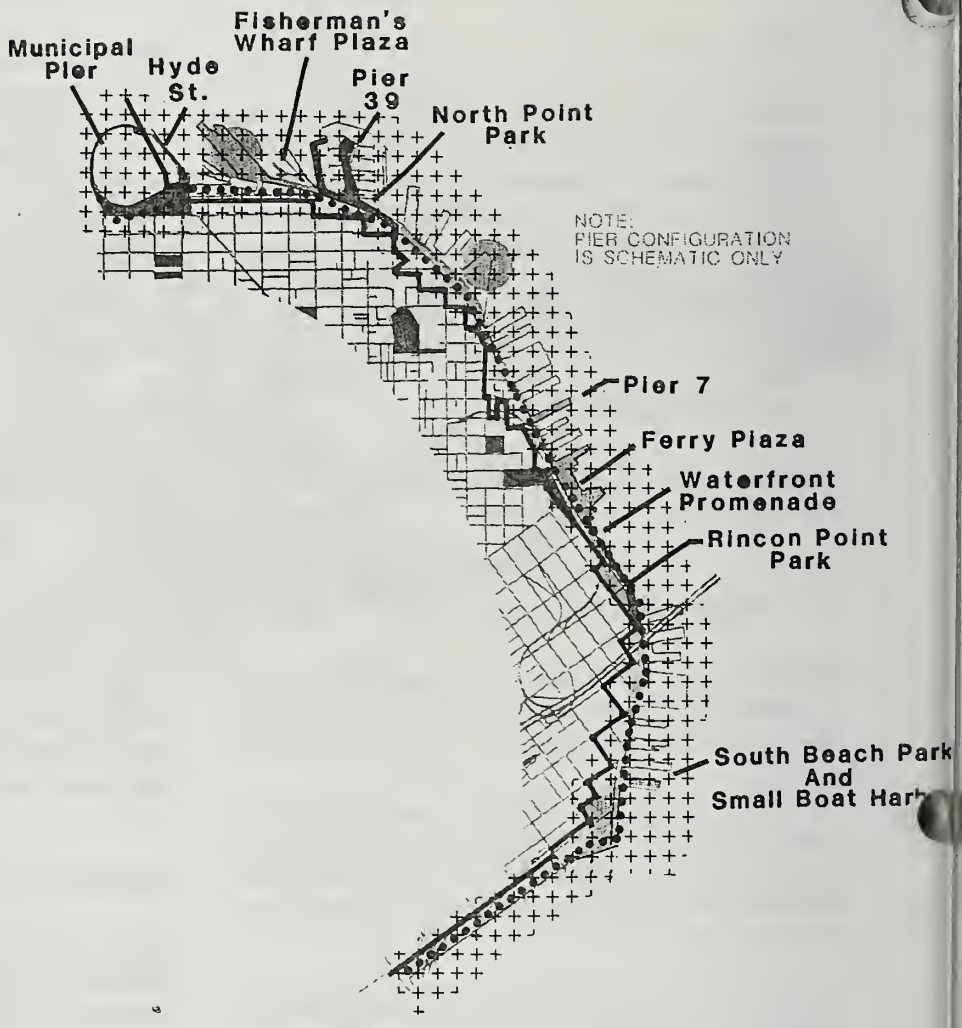
Aquatic Park-Hyde Street Pier (GGNRA)

Repair and maintain municipal Pier. Encourage continued use of the basin for swimming. Maintain and enhance public access to the swim clubs. Expand public recreation opportunities, including passive and active water-oriented recreation. Add new seating, paving, and street furniture to landscaped areas, and use landscape features that enhance and emphasize the historic maritime character of the area. Provide space for an expanded collection of historic vessels at the Hyde Street pier in a manner that will not impact continued use of the basin for swimming.

Fish Alley

Maintain the existing authentic character of Fish Alley north of and parallel to Jefferson Street, which supports a viable commercial fish handling and distribution

*The **Northeastern Waterfront Plan**, which is part of the MasterPlan, includes objectives and policies pertaining to open space for the area it covers (see Map 7). A summary of these provisions is included here. The **Northeastern Waterfront Plan** should be consulted for details.



NORTHEASTERN SHORELINE PLAN

Map 7

SHORELINE ZONE

All New Development Subject To Shoreline Guidelines

PUBLIC OPEN SPACE

Maintain And Improve The Quality Of Existing Shoreline Open Space & Recreation

PROPOSED PUBLIC OPEN SPACE

Provide New Open Space Along The Shoreline

Provide New Open Space In The General Vicinity

Proposed Shoreline Trail

Port Jurisdiction

industry. Improve public access along the wharves, where compatible with concerns for public safety and fishing operations. Maintain and improve view corridors from public rights of way into fish handling areas, the outer lagoon, open waters of the Bay, and back to the City. Provide a maritime oriented plaza and widen sidewalks to accommodate heavy pedestrian use. Create an open plaza adjacent to Wharf J-3.

If a fish hall is developed, construct a second level walkway on the western side of the rebuilt Hyde Street pier with overlooks at the end of the pier and into the fish hall. Because of the fish handling activities along Hyde Street pier and Fish Alley, do not provide a pedestrian promenade along the shoreline between Hyde and Jones Street. Rather continue the promenade along the north side of Jefferson Street. Widen the sidewalks to accommodate the high volumes of pedestrian traffic, and deal with the problem created by the existing buildings which encroach on the sidewalk area.

Pier 45

Provide public access where consistent with the potential use of the pier for commercial fish handling, vessel support and/or mixed commercial and public assembly uses. Seek to create a continuous pedestrian promenade at or near the perimeter of the pier with wind protection, providing outlooks to the Bay.

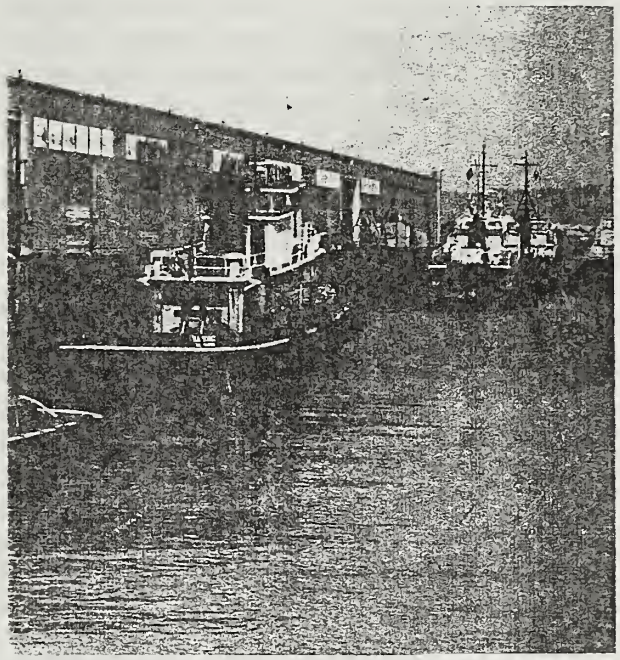
Fisherman's Wharf Plaza

Develop a public plaza on all or a significant portion of that part of the seawall lot bounded by Jefferson, Taylor, and the Embarcadero which does not already contain structures.

Piers 9-35

Overlook areas between piers should be improved with attractive areas for sitting, fishing, and viewing maritime activities wherever they can be provided without interference with Port operations. Visual access to the water should not be restricted by trash containers or storage of non-cargo materials at overlook areas. If and when all or a portion of the area between these piers and the Embarcadero is released from maritime use, emphasize development of major open spaces.

To the extent that it is compatible with continued active



maritime use of the piers, allow portions of the existing wind protected pier apron between Pier 31 and 33 to be used for public access. Provide seating and maximize physical and visual access to the water in a manner that will not interfere with the existing and continued maritime use of the area.

Extend the pedestrian promenade north from the Ferry Building along the Embarcadero. Provide maximum access along the water's edge.

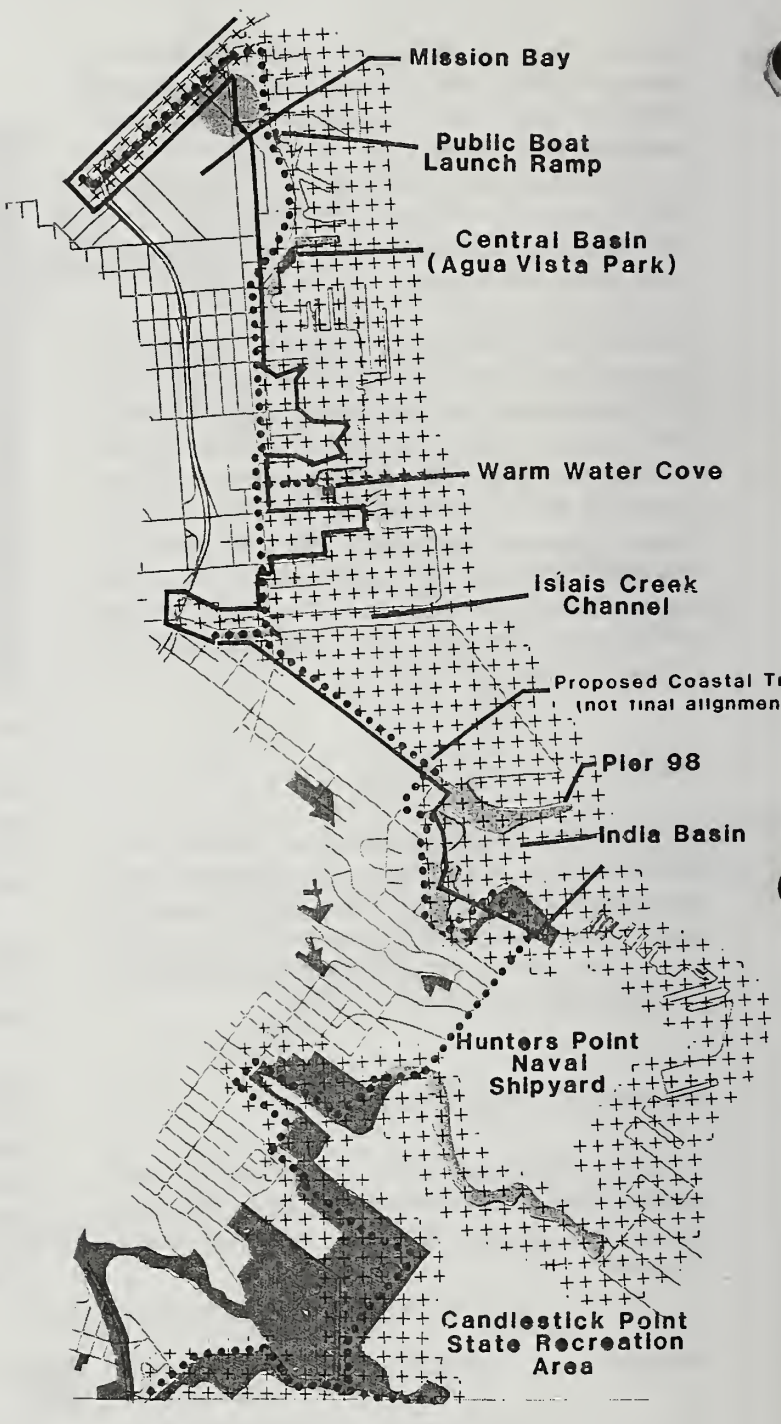
Improve the Embarcadero between Northpoint Street and Broadway as an attractive landscaped roadway, an exclusive transit right-of-way, bicycle lanes, and a separate access roadway to the pier areas. Should the separate access roadway be determined to be unnecessary, develop the access area as a linear park similar to the park between Pier 35 and Pier 41.

Pier 7

Develop Pier 7 as a public open space pier. Construct a new pier, with adequate seating, providing restroom facilities in the pier's vicinity. Uses of the pier should include fishing, pedestrian circulation, environmental education exhibits, and other appropriate uses.

Pier 1-1/2, 3, 5

In conjunction with redevelopment of Piers 1-1/2, 3, and 5, create a plaza of approximately one half acre at the



Map 8
EASTERN SHORELINE PLAN

SHORELINE ZONE

All New Development Subject To Shoreline Guidelines

PUBLIC OPEN SPACE

Maintain And Improve The Quality Of Existing Shoreline Open Space & Recreation

PROPOSED PUBLIC OPEN SPACE

Provide New Open Space Along The Shoreline

Provide New Open Space In The General Vicinity

••••• Proposed Shoreline Trail

—— Port Jurisdiction

eastern end of the pier. Develop a small public plaza between Piers 3 and 5 with seating and landscape material. Provide public access along the perimeter of Pier 3 and around the bulkhead buildings.

Ferry Plaza

Improve the visual and physical connection between the city and the Bay. Reinforce recreational use of the Ferry Building area as terminus of Market Street and terminal for commuter and recreational ferry boats. Remove the elevated Embarcadero Freeway and existing surface parking, and realign the Embarcadero roadway, creating a plaza that creates a strong urban design setting for the Ferry Building as the terminus of Market Street.

Improve physical access to the waterfront by creating major linked landscaped open spaces at Pier 1, on the existing BART platform, and at the Agriculture building. Provide a mixture of commercial and noncommercial marine oriented recreation opportunities.

Rincon Point

Create a new four to five acre public park at Rincon Point at the Base of Folsom Street abutting the seawall and pedestrian promenade by rerouting the Embarcadero to Stewart Street between Howard and Harrison Streets. Orient the park to the Bay and provide large grassy open areas, hard surfaces, and a mixture of facilities to meet the recreation preferences of nearby residents and downtown office workers.

South Beach Small Boat Harbor and Park

Create a new six or seven acre public park and small boat marina east of the Embarcadero Roadway. Provide broad lawn areas and landscaped grounds. Remove piers 42, 44, 46a and portions of Pier 40, creating a sheltered small boat harbor that can accommodate 700 boats. Include a public boat launching ramp in the development if possible.

Redevelop pier 40 to provide facilities required for the small boat harbor, and provide public access for viewing, fishing, and other activities along the pier. Include provision for a bicycle trail and pedestrian promenade linking open space along the waterfront, as well as the recreation oriented public transit line that is being considered for the waterfront. The greatest portion of the park should be a gently sloping well landscaped lawn area designed to accommodate individuals and coordinated group activity, and permit a variety of recreational opportunities.

EASTERN SHORELINE*

The eastern shoreline, shown in Map 8, is one part of the waterfront likely to experience significant change in the years ahead. It can provide the space for expanding working Port and maritime facilities, and for new and expanded public open spaces and public access along the water's edge. Redevelopment of the Eastern Shoreline should be balanced so that adequate space is planned for public open space as well as for expanded port and maritime use.

Mission Bay

A plan for Mission Bay area is being prepared. Provision for public access to the shoreline and adequate parks and public open space to meet the needs of residents, workers and visitors will be important considerations in the planning process. The following policies from the 1973 Recreation and Open Space Element apply to the area. They will be revised, as appropriate, as part of the planning of Mission Bay:

China Basin Channel

- Provide approximately nine acres of new recreation areas for the public along the channel shore line. The recreation areas should be clearly marked and conveniently accessible to the public. Channel waterfront development should increase the oppor tunities for public access to the water's edge with a maximum interface of land and water.

- In the future the area south of the channel may be converted to a large, multiple-use development. Should this happen, the channel should play a major role in the new development and a new plan for the

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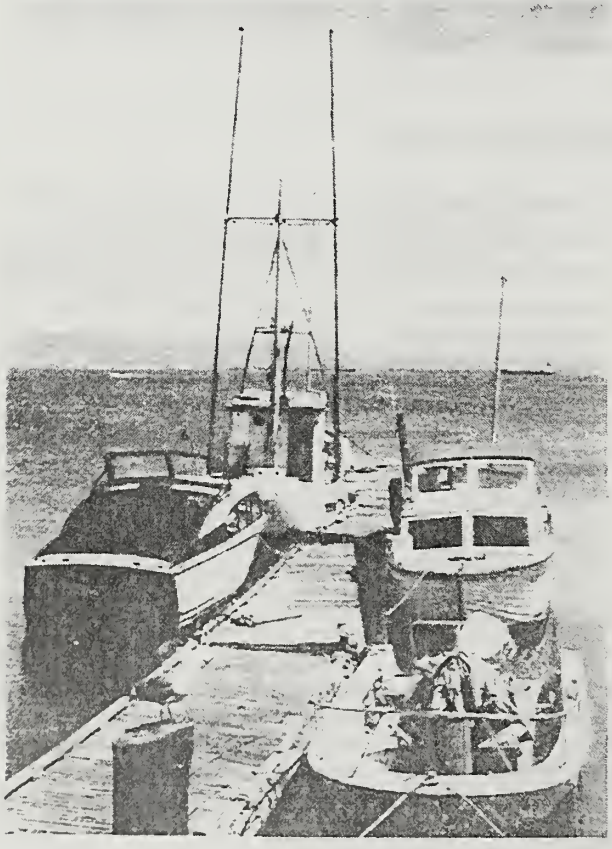
*The **Central Waterfront Plan**, which is part of the **Master Plan**, includes objectives and policies pertaining to open space. A summary of these provisions is included here. The **Central Waterfront Plan** should be consulted for details.

channel as a recreation asset should be undertaken. Shoreline designated for open space should be stabilized with bank reconstruction, running piers or quays. In the interim the channel area's special amenities should be preserved and priority given to incremental development that will be compatible with long-range objectives for the shoreline.

Mission Rock Public Boat Ramp

- Permit maximum recreational use of existing public boat ramp in conjunction with Port activity. Stabi lize the shoreline as required. Provide informational signing to encourage maximum recreational use of the existing area. Retain the public boat ramp, and regrade and landscape the area to pro mote increased public use and enjoyment. As op portunities arise, enlarge the area along the shore line for public access.

- If development of port facilities require use of this site and alteration of the existing open space, re place the Pier 54 public boat ramp with equivalent or enhanced facilities elsewhere on the eastern shoreline. Provide adequate parking designed to serve vehicles with boat trailers.



Central Basin—Agua Vista Park

Maintain and expand Agua Vista park. Allow some fill, using materials such as beach sand, if necessary for public recreation. Plant and maintain landscape materials suitable for the waterfront setting. Provide additional informational signing, and seating areas, to encourage additional use.

As opportunities arise, expand the area into a major public waterfront park. Give priority to development of large waterside areas for beach, park and picnic facilities with continuous, safe public access.

In the event it is determined that this area is needed for Port maritime expansion provide comparable open space elsewhere on the eastern shoreline.

Warm Water Cove

Improve the park site and cove shoreline along the Bay east of Louisiana Street with shoreline fishing as the primary recreation use. Any fill placed at or adjacent to the cove should retain and enhance the natural and man-made factors that make the cove desirable for fishing. These factors include maximum open water and circulation into and out of the cove to prevent stagnation. Create a more interesting park landscape by regrading the site to maximize Bay views, and improve the soil as required to permit more vigorous vegetation growth and install marine tolerant plant species.

As opportunities arise, expand parkland to include a waterfront picnic area west of Maryland Street. Continue to provide public access to the cove from Twenty Fourth Street and improve visibility of the park from the street. Provide a consistent level of maintenance for landscaped and developed areas. As opportunities arise, extend the park to the north bank of the channel along the shoreline in front of the PG & E facility. When and if that facility is deactivated, give priority to expanding the public open space along the shoreline.

In the event it is determined that this area is needed for Port maritime expansion, provide comparable open space somewhere else on the eastern shoreline.

Islais Creek

Continue to provide well defined public access to the banks of Islais Creek at the Third Street bridge. Contingent upon development of a train trestle along the channel, construct a broad public access boardwalk along Islais Creek that provides areas for fishing and public enjoyment. Maintain and enhance view corridors along Islais Creek to the Bay.

Pier 98

Pier 98 is a narrow eleven-acre spit of land extending about 2,400 feet into the Bay at India Basin and consists primarily of fill placed there for a new Bay bridge, the Southern Crossing, that was once proposed for the site. Consistent with the Port's needs for a portion of the area to support maritime terminal operations, make the Pier south of Jennings Street available for public shoreline access. Include a trail system, seating and picnic tables, and wildlife observation areas. Maintain support of the a significant seasonal shorebird and wildlife population and restore and enhance marsh and tidal mudflats.

India Basin

Retain existing privately operated boat maintenance and repair yard uses. Give priority to development of marine oriented industrial and commercial recreation on property inland of the shoreline. Acquire and develop the mapped area as a continuous waterfront park. Permit development of a small boat marina with related facilities, including a public boat launch facility. Provide well-marked pedestrian and bicycle trails. Create grassy picnic areas and reserve vistapoints with good views over the Bay and to the downtown area. Investigate potential to reintroduce marsh and mudflats to restore these habitats for native flora and fauna.

Hunters Point Naval Shipyard

Seek ways to increase public access to the shipyard without interfering with maritime use. Encourage construction of new naval housing near the north gate entrance. Shoreline access could be provided along the



South Basin extending east from the Candlestick Point State Recreation Area. A trail connecting India Basin and Candlestick Point could be provided along Earl Street through the Naval Shipyard site to link up with the City shoreline trail.

Candlestick Point

Encourage and facilitate implementation of the master plan for development of the 171 acre Candlestick Point State Recreation Area, which extends from the County line north to Shafter Avenue along the Bay shoreline.

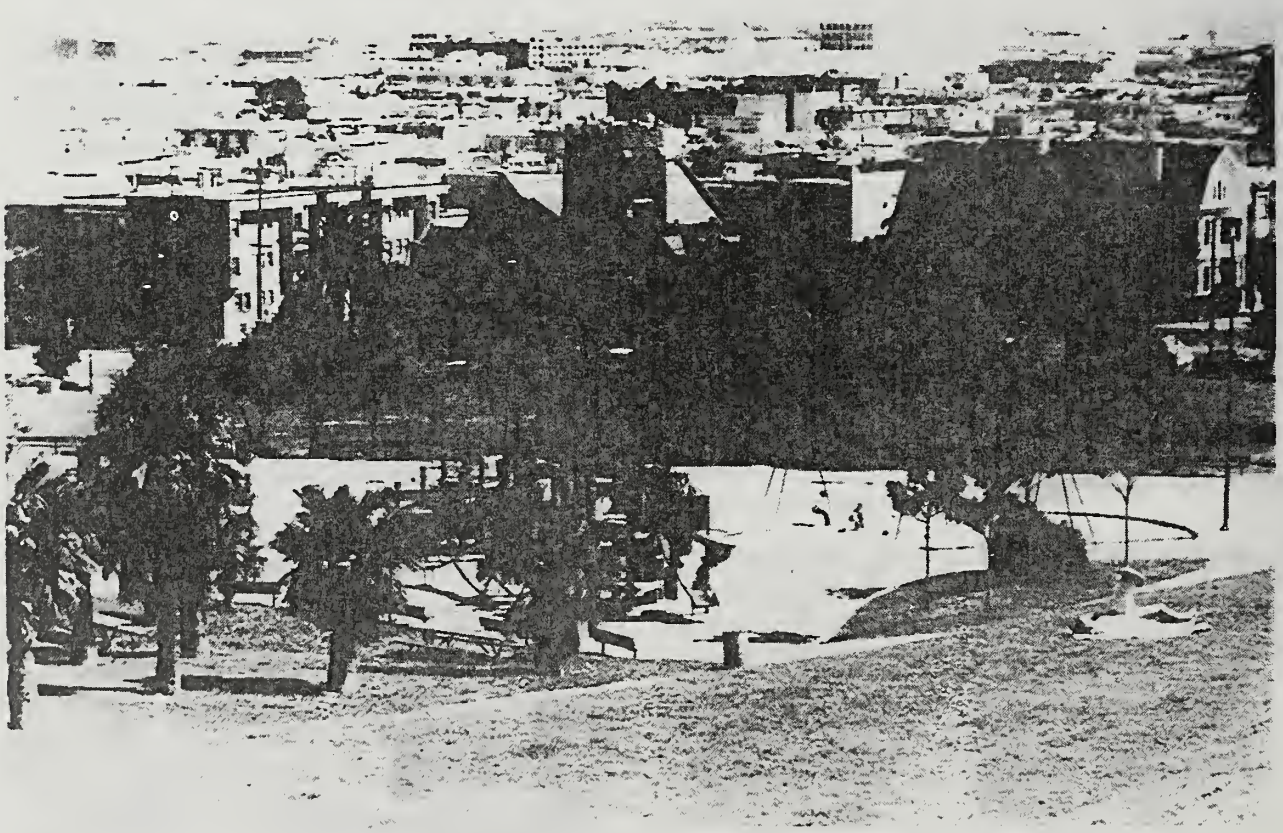
The State's master plan calls for enhancement of wildlife habitat and development of water-oriented as well as other active and passive recreational uses. The natural marsh is to be restored near the mudflats at the north end of the park. Native trees, shrubs, and ground cover are to be planted in upland areas throughout the park to recreate the indigenous vegetation of the Bay region. The plan calls for construction of an interpretive center to promote environmental education. The plan also calls for creation of an island off-shore to provide a resting place for migratory birds. Another passive recreation area is planned at the southeast end of the park at 'Sunrise Point' has been installed. The plan calls for construction of hiking trails throughout the park.

Jogging trails will link up with an exercise concourse. A separate network of bicycle trails will connect the various activity centers of the park, and skirt the Bay shoreline. The plan also calls for development of a community garden center, picnic areas, a campground with facilities for overnight group camping, fishing piers and swimming beaches and a community cultural and recreation center.

The plan provides for development of a number of water oriented uses. A marina complex is planned with space for a ferry landing and concessions, slips for permanent as well as day-time boat tieup. The marina would include a lagoon for sailboats and other non-powered craft as well as a restaurant and snack bar.

Bayview Hill

Improve and expand Bayview Park. Make it more accessible to the public for recrational purposes by providing better vehicular and pedestrian access. As private development occurs along the periphery, orient that development in ways that will activate the park.



NEIGHBORHOODS

OBJECTIVE 4

PROVIDE OPPORTUNITIES FOR RECREATION AND THE ENJOYMENT OF OPEN SPACE IN EVERY SAN FRANCISCO NEIGHBORHOOD.

Every neighborhood should be served by adequate public open space and recreation facilities. Neighborhood parks and recreation facilities are essential; many people are unable to use citywide facilities if they are not located nearby. This is especially important for the very young and for the elderly whose mobility is limited.

High land costs and a shortage of vacant sites restrict opportunities to provide new open space in many neighborhoods. For this reason, it is important that the city maximize use of existing facilities. Making the best use of parks and recreation areas can help offset the limited opportunities to create new ones and can bring the most immediate improvement in services to San Francisco neighborhoods.

This section has general policies for neighborhood open space and recreation. More detailed plans for neighborhood open space are included in Special Area Plans which have, or will be adopted as part of the Master Plan. The general policies in this Element are applied in the preparation of the Special Area Plans, and more specific recreation and open space proposals are developed. The more specific proposals may be found in the following plans: Western Shoreline, Central Waterfront, Northeastern Waterfront, Chinatown, The Downtown, Rincon Hill, and South Bayshore.

POLICY 1

Make better use of existing facilities.

All public open space and recreation facilities should be adequately maintained and staffed so that they can meet standards which ensure maximum use. Such standards should specify optimal levels of staff, safety, maintenance, coordination and information. Other relevant factors and the exact levels of adequacy for each standard should be determined by the Recreation and Park Department.

Staff

All recreation facilities should be adequately staffed to carry out needed recreation programs and services. Proper supervision and leadership are one of the best means of ensuring maximum use of facilities. In all neighborhoods, diversified recreation programs should be offered, hours of operation should be sufficient to meet the neighborhood needs, and facilities and equipment should be well maintained and supervised. This cannot be accomplished unless adequate staffing is provided.

Supervisors and instructors should be trained and qualified in recreation and should be responsive to the particular neighborhood to which they are assigned.

Safety

Recreation facilities should be designed and protected to ensure safety. Lack of safety seriously inhibits full use of existing facilities. Large parks, and even some small spaces, present special problems of personal safety. Methods of ensuring safety in the parks without destroying the features which make them pleasant environments should continue to be developed.

Vandalism of park property is a serious problem which obviously decreases the extent to which existing facilities can be used. Several factors contribute to this problem including a shortage of equipment and inadequate supervision. The Recreation and Park Department should be provided with the resources it needs to improve safety and eliminate vandalism in problem areas.

Maintenance and Capital Improvements

Neighborhood parks as well as citywide facilities require regular maintenance in order to carry out effective recreation programs and permit maximum public use and enjoyment. The City's operating budget must provide the necessary resources for the city-owned open spaces to ensure a high level of maintenance if neighborhood needs are to be met by intensified use of existing facilities. Frequency of maintenance and the extent of capital improvements should relate directly to intensity of use. For example, low cost, efficient maintenance techniques could be used in parks and open spaces that are relatively undeveloped.

When new city parks are acquired and developed, they create demand for additional annual operations and maintenance funds. Some of this demand may be met through use of existing staff and equipment. However, additional qualified staff may be required in order to maintain new parks and provide optimal recreation services.

A comprehensive program to assess capital improvements needed in existing parks and recreation facilities, as well as for proposed new parks and open space should be developed. Certain facilities may require replacement or extensive renovation at regular intervals; this is the case with a majority of playground structures and equipment. Given the limitation of available capital improvement funds for renovation, the sequence in which improvements are made should be identified, giving priority to those areas which have the fewest parks and facilities, and where renovation would permit increased public use. Maintenance and capital improvements are further discussed in the section on renovation, neighborhood policy 2.

Access

Easy, safe and convenient access should be provided to all recreation facilities. In some cases, nearby parks are not accessible to potential users, particularly to the elderly and small children because access to them would be dangerous or inconvenient.

Distance itself is an obstacle to the use of recreation facilities. In San Francisco topography imposes special problems. In some areas, open spaces have smaller service areas because of the increased difficulty of traversing steep slopes to reach them. Specific standards should be developed to improve access through better design, special public transportation and other means.

Information

Public knowledge of recreation opportunities should also be increased. To encourage participation in recreational programs and use of available facilities, information regarding recreation programs should be widely distributed to neighborhood residents. Information should give a comprehensive view of recreational opportunity in the neighborhood, including activities sponsored by public, private, private nonprofit, and semi-private agencies.



An effective system of distributing information should be developed. In those neighborhoods where there is a language barrier, special attention should be given to translating information into the language of the community.

POLICY 2

Maximize joint use of other properties and facilities.

Many City departments, including the Port, DPW, MUNI and Water departments, own land and facilities which, although originally acquired or developed for nonrecreational purposes, have become important city-wide and neighborhood recreational resources. Because of the growing importance of recreation and the increasing demand for recreational space and facilities in and around San Francisco, recreational uses should be developed in conjunction with other primary uses on many of these sites. Departments other than the Recreation and Park Department, therefore, should be increasingly involved in public recreation.

Streets, alleys and undeveloped rights-of-way throughout San Francisco should be looked to for development of small outdoor open spaces for the elderly and for young children. These kinds of spaces are an important resource common to all high need neighborhoods. Streets and alleys should be considered as opportunities for providing useful recreation space which, with the installation of sitting areas and planting, can significantly improve a neighborhood at little cost to the City.



Figure 1 LOCATION OF PUBLIC SWIMMING POOLS & BEACHES

- • Recreation And Park Department Swimming Pool
- * Swimming Beach
- Area More Than 1 Mile From Pool



Figure 2 LOCATION OF PUBLIC GYMS & RECREATION CENTERS

- • Recreation & Park Department Gym Or Recreation Center
- Area More Than 3/4 Mile From Rec & Park Dept. Gym Or Rec.Center
- ▲ S.F. Unified School District School Site With Gym
  Propose Greater Coordination To Permit More Community Use

Unused rights-of-way and other unused public land can be used as community gardens, providing recreation and amenities for the surrounding neighborhood.

School yards, gymnasiums, auditoriums should be used to their fullest extent as recreation resources. The Board of Education now uses Recreation and Park Department pools and sports fields on a scheduled basis. Similarly, several properties under the jurisdiction of the Board of Education, including the Bessie Charmichael school playground, have been made available for public use on a limited basis. Increased coordination could result in making more recreational facilities and open space available to the public without duplicating costly facilities. This would be particularly desirable in areas that are not served by existing community recreation facilities, athletic fields, or gymnasiums. These areas are shown in Figure 2.

Joint Use of School Gyms and Play Areas

A renewed cooperative effort is now underway between the San Francisco Unified School District and the San Francisco Recreation and Park Department. Under this effort, the Recreation and Park Department provides supervised recreation after school hours at a number of selected Unified School District gyms and schoolyards. This program should be augmented, especially in areas with a high number of school-age children who have limited after-school access to existing Recreation and Park Department gyms and recreations centers, or other available recreation programs.

POLICY 3

Renovate and renew the City's parks and recreation facilities.

Many parks and facilities have been in continuous public service for decades without having been restored or renovated. Many parks and recreation facilities require complete or partial restoration of infrastructure, as well as landscape elements and plantings. Recreation buildings, landscape features, as well as play equipment also require restoration.

Some parks and recreation facilities have been developed with a single user group in mind, or have been developed with specific facilities or landscape features that make them more attractive to one or two groups and not all potential users within the service area. In other instances, open space needs have changed over time because of residential population shifts. When parks and recreation facilities no longer meet the needs of the surrounding neighborhood, they should be considered candidates for renovation in order make necessary improvements.

In the years ahead, major ongoing efforts will need to be continued to assess the renovation needs of parks and recreation facilities and to restore them. Once renovated, parks and recreation facilities that are now marginally useful may support increased use.

The Open Space Acquisition and Park Renovation Fund has been a major resource of funds for renovation. However, renovation will be an ongoing priority and will outlive the current life of the fund, which terminates in 1989 by the terms of the charter amendment which created it. The fund should be extended or another appropriate program created so that funding is not interrupted.

POLICY 4

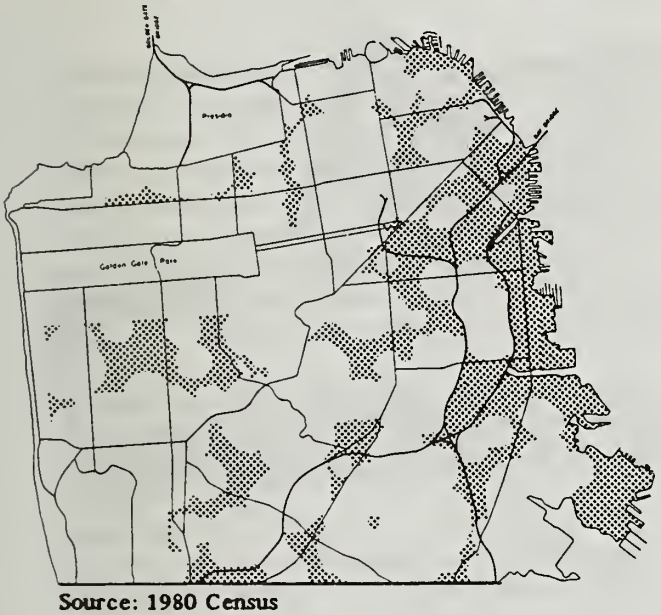
Acquire and develop new public open space in existing residential neighborhoods, giving priority to areas which are most deficient in open space.

While most of the City is well served by public open space, there are some areas that are deficient. The deficiency may be due to one or more of the following factors.

1. The area may be outside the service area of existing open space. These areas are shown on Map 2, and in Figure 3.

2. Although within the service area of an existing public open space, the area's population may exceed the capacity of the public open space to accommodate it. These high density residential areas are shown in Figure 4.

3. The facilities provided in the existing public open space may not correspond well with the needs of the surrounding neighborhood. Renovation of existing public open spaces may help correct this deficiency.



Source: 1980 Census

Figure 3
SERVICE AREAS

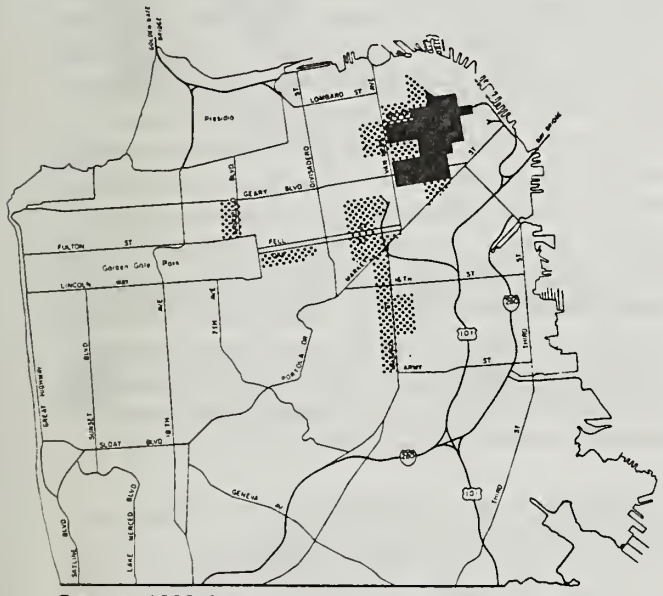
Areas Not Served By
Public Open Space
(See Citywide Section)



Source: 1980 Census

Figure 5
LOW HOUSEHOLD INCOME

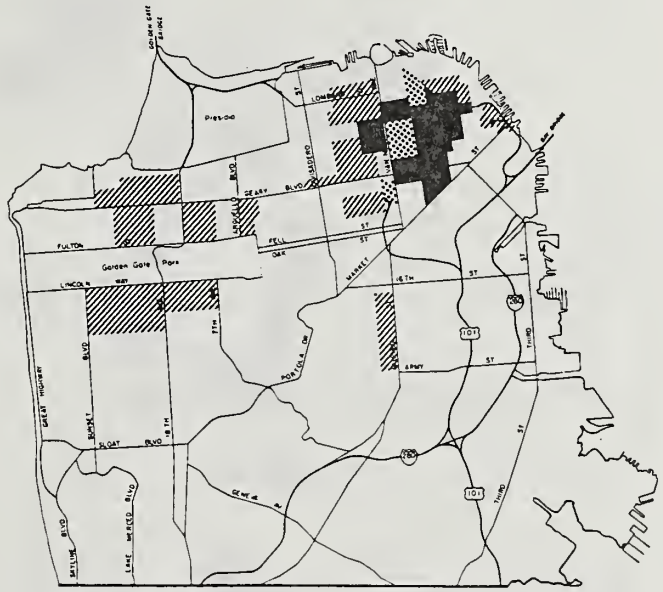
Low .5–.79 City Median
Lower 0 –.49 City Median
City Median Income : $15,930)



Source: 1980 Census

Figure 4
HIGH RESIDENTIAL DENSITY
(PERSONS PER NET ACRE)

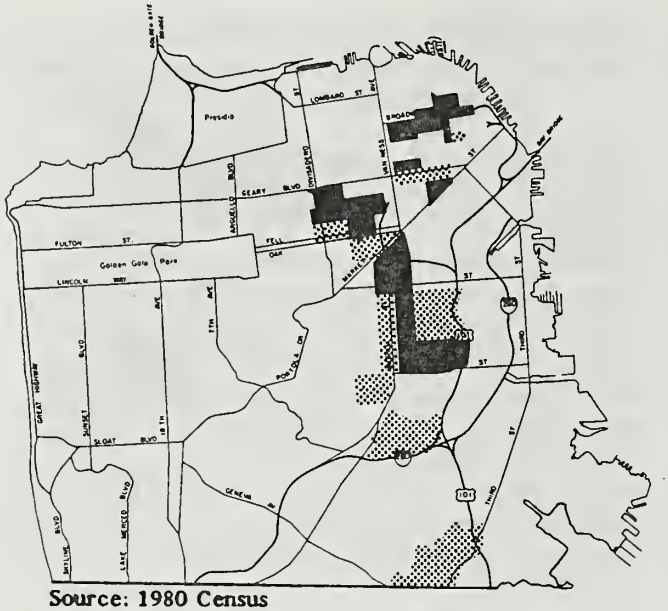
High 75–125 Persons
Higher >125 Persons
(Citywide: 28.38 Persons)



Source: 1980 Census

Figure 6
HIGH DENSITY, SENIOR CITIZENS
(PEOPLE OVER 65 PER NET ACRE)

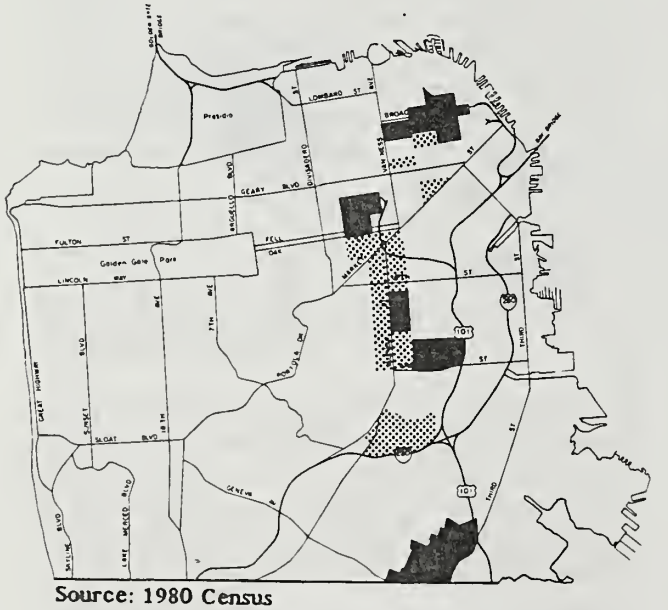
Moderate 9–11 Seniors
High 12–15 Seniors
Higher > 15 Seniors
(City Median : 6.2 Seniors)



Source: 1980 Census

Figure 7
HIGH DENSITY, CHILDREN UNDER 5 (PER NET ACRE)

High 3.4–4.3
Higher > 4.4
(City Median: 1.72)



Source: 1980 Census

Figure 8
HIGH DENSITY, CHILDREN 6–12 (PER NET ACRE)

High 6–7.6
Higher > 7.7
(City Median: 3.06)

All deficiencies do not warrant immediate attention, although in the long term they should be addressed. Some of the deficient areas may be well served by private open space, as is the case with some low density residential districts. Residents in some deficient areas may have a high level of mobility and be able to travel to reach more distant parks and open space. Still other areas, such as the low intensity industrial areas of the City, may have very low user populations.

On the other hand, open space deficiencies may be exacerbated by the limited social and economic and demographic characteristics of the area's residents.

In the improvement of neighborhood open space throughout the City, priority should be given to areas with the highest needs and the greatest deficiencies in parks and recreation facilities, and programs. These are generally the more densely populated, older areas of the City where low-income, minor group populations are concentrated, where there are large numbers of children and elderly people, and where people have less mobility and financial resources to seek recreation outside of their neighborhood.

Figure 3 identifies areas that are not within existing service areas of existing public open space. Figure 4 shows areas with deficiencies based on high population density. Figures 5 through 8 show areas with a high percentage of low income residents, and areas where a large number of young children and senior citizens live. The areas of the City which should have the highest priority for creating new open space, and making recreation improvements are shown in summary Map 9.

These factors should be used by the Open Space/Park Renovation Citizens Advisory Committee in evaluating proposals for funding from the Open Space Acquisition and Park Renovation Fund. They should also be used in assessing the needs of specific neighborhood as individual neighborhood plans are prepared in the future.

These factors may change over time. As this occurs priorities should be shifted accordingly.

In all cases where new public open spaces are being considered, their precise location should be determined by such factors as proximity to population concentrations, neighborhood need, topography, ease of access, visibility and the desirability of the property for open space use.



NEIGHBORHOOD RECREATION & OPEN SPACE IMPROVEMENT PRIORITY PLAN

Map 9

PUBLIC RECREATION & OPEN SPACE
Make Better Use of Existing Neighborhood Open Space & Facilities

PROTECTED AREA
Improve Street Space for Recreation and Landscaping where Possible

HIGH NEED AREAS

Give Highest Priority for New Parks and Recreation Improvements

Give Priority for New Parks and Recreation Improvements

Note:
Because of the scale of this map it is not possible to show precise boundaries or exceptionally small open spaces.

POLICY 5

Require private usable outdoor open space in new residential development.

In order to improve living conditions in each residential building and the quality of environment in San Francisco as a whole, the City should continue require that all new residential development provide usable outdoor open space. This space need not be accessible to the general public; rather it should be designed primarily to serve the residents of the development in which it is located.

The amount of open space provided should increase with the size and density of the development. In lower density districts this open space can generally be provided in the form of a required ground level rear yard, or front and side yard setbacks. In higher density residential development, some of the required open space could appropriately be common usable space, provided in building courtyards at grade level, as well as at terrace, and rooftop level locations. Common open space should be available at no cost to all building residents. Balconies can also provide some usable outdoor space directly accessible to dwelling units. Recreation facilities developed in residential developments should be selected to meet the primary recreational needs and preferences of the residents.

In some cases, factors such as topography, wind or sun access may make open space in the form of decks or solaria or atriums open to the sun and air more useful than ground level back yards. These open space alternatives should be encouraged only where they will not diminish light and air to adjacent properties or views. The guidelines in Figure 9 should be used to guide the design of various kinds of residential open space.

POLICY 6

Assure the provision of adequate public open space to serve new residential development.

Several areas throughout the City may experience substantial new housing development in the future. A number of such areas are shown on Map 1 of the Residence Element. Some areas are already somewhat residential in character and provide opportunities for infill housing. Some of these areas are served by existing park and recreation facilities and may not require additional facilities, even with increased residential density. In other areas, new public open space will be needed and should be included as part of the plan for the area.

Some other housing opportunity areas are under-utilized, 0redominantly industrial areas which could be redeveloped and provide sites for a significant number of new dwelling units. While the lack of public open space has not been a problem while the areas remained low-intensity industrial areas, these areas will require new neighborhood parks and recreation facilities if they are converted to high density residential areas.

A major open space or several smaller sub-neighbohood serving open spaces should be provided if such open space is not currently located nearby. Much of the needed open space may be achieved by requiring private sector action. However, direct public involvement may be necessary to ensure that adequate public open space is reserved, acquired and developed where it is most desirable.

The acreage of new neighborhood serving parkland and open space should be related to the size of the potential population and the availability of other nearby open space. As plans are made to redevelop these districts into high density residential areas, they should include adequate provision of neighborhood-serving open spaces. In areas proposed for infill housing, sub-neighborhood level parks may be needed, because existing parks there will serve more people and get more intensive use. In these cases, open space sites should be identified, acquired, and developed to serve the new residents.

Major new residential development should be required to provide open space accessible to the general public. This will compensate for the pressure the increased population will put on existing public facilities.

The requirement of providing publicly accessible open space could be satisfied in a number of ways. Land on a site that is suitable for recreation purposes could be improved and maintained by the developer and made available to the general public. Such land could also be dedicated to the City, with a fee to cover development costs or with the land improved by the developer prior to dedication. Alternatively, the developer could pay a fee in-lieu of land dedication based on the fair market value of the land that would be required for land acquisition, plus development costs. The City would use the funds to provide the open space at some other location.

Figure 9 RESIDENTIAL OPEN SPACE GUIDELINES

TYPES OF OPEN SPACE	Private Open Space		Common Usable Open Space				
	Patios, front yards, back yards	Balconies	Play areas for Preschoolers	Play Areas for School Children	Places for Young Adults	Adult facilities	Open Space for the Seniors
PRIMARY USERS	All ages	All ages	Preschoolers	School Children	Young Adults	Adults	Seniors
NEED	The need for private open space is prevalent. The value of private open space lies in its privacy and the control that people can exercise over it.	The majority of residents consider balconies a desirable feature of the residential unit. Balconies represent an important extension of the living space into the outdoors.	Preschoolers need to play in viewing and calling distance of the supervising adults.	Children of this age group need to socialize and engage in activities with other children. They need to develop coordination and motor skills. Opportunity should be given to realize all facets of play: social, motor, fantasy imitation, and contact with natural or nature-like elements.	Teenagers need informal gathering places to socialize with their peers in the vicinity of their homes where they can watch "the action" and where they can be seen.	Relative to other age groups adults use residential open space least. Still, they need places to sit, relax, sunbathe, spend time with their families and/or residents and pursue activities of physical fitness.	Older people need places to sit, meet other people and actively or passively take part in outdoor activities.
DESIGN ELEMENTS Location, Orientation, Site Design	Locate private open space on the east-south or west side of the residential units	Preferably orient balconies to the south or west-side; make them accessible from the main room of the dwelling unit.	Place tot-lots in viewing and and calling distance of respective residential units.	Locate play areas for school children where they disturb residential units least	Locate teenage areas at the periphery of the housing development, on street corners or intersection of major pathways, where foot and automobile traffic are passing by. Orient teenage facility towards convenience store or favorite coffee shop.	Provide several spatially defined sitting areas of varying character through out the residential development. Preferably locate spaces at grade; but can also be located at podium levels and roof tops.	Place several sitting areas throughout the residential area; locate at least one near the play area for preschoolers if present.
Size	Patios min. 12' X 15' Back yards 200 sq.ft. for singles elderly, 400-450 sq.ft. for families.	Minimum depth 6' Recommended length 12' for family units. Minimum area for single apartments is 55 sq.ft.	Surveys show that at peak periods no more than one third of the children population play in outdoor areas. Therefore dimension play areas to accommodate 1/3 of the total children population at 75 sq.ft. per child.		varies	varies	varies
Enclosure	Establish clear boundaries between private open space and common open space.	Ensure privacy; to achieve this balcony could interlock with the dwelling unit.	Provide security and a sense of enclosure through fencing, planting or change in grade level without blocking the view from and into the area.	Reduce sound through planting, earthen banks, walls or by depressing children's play areas	Provide teenage meeting place defined by walls, ledges, steps of various heights.	varies	Design areas to give a feeling of enclosure.
Facilities, Equipment	Storage closets, water faucets, electric outlets and outdoor lights are desirable.	Provide for flower boxes; equip with electric outlets.	Provide swings (preferably with rubber tires), sandboxes, wading pools, and climbing apparatus scaled down for the age group as well as tables and comfortable benches for supervising adults.	Outfit areas with play equipment such as swings, balancing bars, climbing structures. Make available materials such as wood blocks, boards, sand, rocks, earth, and water.	Desirable facilities: basketball courts table tennis, swimming pool, gym, playfields	Equip some of the sitting areas with barbecues. Other desirable facilities are: jogging paths, tennis courts, softball areas, swimming pools, sauna and health clubs, garden plots.	Provide sitting areas with comfortable benches with back rests, arranged in a fashion to encourage socializing. Provide tables for games, flower beds, garden plots, water fountains.
Surface	varies	varies	Provide hard surfaces for wheel toys and grass for tumbling.	Provide sufficient hard surface areas for children's play	Provide paved surfaces as well as lawns and planted areas.		
Sunlight/Wind	Should receive full sunshine for at least 2 hrs. between 10 a.m. and 5 p.m.	Should receive full sunshine for at least 2 hrs. between 10 a.m. and 5 p.m. Protect from wind. Provide for optional shading.	Assure full sunlight throughout the year for the peak periods of play.	Assure full sunlight throughout the year for the peak periods of play.	Assure sunshine, protect from wind.		Protect sitting areas from wind. Provide options of sitting in the sun and filtered shade.
Noise	Shield open space from external noise						

POLICY 7

Provide open space to serve neighborhood commercial districts.

Most neighborhood commercial districts would benefit by improving the streetscape for pedestrians and providing public open space, however small in size, that can be used by shoppers and employees as well as neighborhood residents. Typically, neighborhood commercial districts combine residential and commercial uses and the residential units have little private open space. Street and sidewalk areas, which traditionally perform some public open space function, are heavily used and have many competing uses. Nevertheless, careful planning can produce opportunities to create useful open space. For example in certain areas sidewalks can be widened and seating and landscaping can be provided. In new development building setbacks from the street, if done in a way that will not adversely affect the continuity of the retail frontage, can provide snippets of useful open space.

New recreational space can also be created in existing development. Rooftops, adjacent properties, and portions of parking areas can often be converted to usable open space areas. This kind of conversion furnishes useful space to a variety of users and should be encouraged by the city whenever possible, just as it is in new developments.

DOWNTOWN

See "OPEN SPACE" Section of the **Downtown Area Plan.**



TRANSPORTATION



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AN ELEMENT OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO



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PLANNING DEPARTMENT
CITY AND COUNTY OF SAN FRANCISCO
July 1995

TRANSPORTATION ELEMENT

Adopted July 6, 1995 by the San Francisco City Planning Commission Resolution No. 13907

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SUMMARY OF OBJECTIVES AND POLICIES

GENERAL

OBJECTIVE 1

MEET THE NEEDS OF ALL RESIDENTS AND VISITORS FOR SAFE, CONVENIENT AND INEXPENSIVE TRAVEL WITHIN SAN FRANCISCO AND BETWEEN THE CITY AND OTHER PARTS OF THE REGION WHILE MAINTAINING THE HIGH QUALITY LIVING ENVIRONMENT OF THE BAY AREA.

POLICY 1.1

Involve citizens in planning and developing transportation facilities and services, and in further defining objectives and policies as they relate to district plans and specific projects.

POLICY 1.2

Ensure the safety and comfort of pedestrians throughout the city.

POLICY 1.3

Give priority to public transit and other alternatives to the private automobile as the means of meeting San Francisco's transportation needs, particularly those of commuters.

POLICY 1.4

Increase the capacity of transit during the off-peak hours.

POLICY 1.5

Coordinate regional and local transportation systems and provide for interline transit transfers.

POLICY 1.6

Ensure choices among modes of travel and accommodate each mode when and where it is most appropriate.

POLICY 1.7

Assure expanded mobility for the disadvantaged.

POLICY 1.8

Develop a flexible financing system for transportation in which funds may be allocated according to priorities and established policies without unnecessary restriction.

POLICY 1.9

Develop a multi-modal emergency transportation plan for the city and encourage the development of complementary plans in the private and public sector, to provide for movement to and from emergency and health facilities from all areas of the city, and to and from the city and other Bay Area communities.

OBJECTIVE 2

USE THE TRANSPORTATION SYSTEM AS A MEANS FOR GUIDING DEVELOPMENT AND IMPROVING THE ENVIRONMENT.

POLICY 2.1

Use rapid transit and other transportation improvements in the city and region as the catalyst for desirable development, and coordinate new facilities with public and private development.

POLICY 2.2

Reduce pollution, noise and energy consumption.

POLICY 2.3

Design and locate facilities to preserve the historic city fabric and the natural landscape, and to protect views.

POLICY 2.4

Organize the transportation system to reinforce community identity, improve linkages among interrelated activities and provide focus for community activities.

POLICY 2.5

Provide incentives for the use of transit, carpools, vanpools, walking and bicycling and reduce the need for new or expanded automobile and automobile parking facilities.

POLICY 2.6

In conversion and re-use of inactive military bases, provide for a balanced, multi-modal transportation system that is consistent with and complementary to the planned land use and the local and regional transportation system.

REGIONAL

OBJECTIVE 3

MAINTAIN AND ENHANCE SAN FRANCISCO'S POSITION AS A REGIONAL DESTINATION WITHOUT INDUCING A GREATER VOLUME OF THROUGH AUTOMOBILE TRAFFIC.

POLICY 3.1

The existing vehicular capacity of the bridges, highways and freeways entering the city should not be increased and, for single-occupant vehicles, should be reduced where possible.

POLICY 3.2

New elevated and surface freeways should bypass or terminate outside San Francisco, rather than pass through the city.

POLICY 3.3

Develop and maintain an efficient system of arterials and thoroughfares to distribute traffic from regional freeways within and through San Francisco's street grid in conjunction with the Bay Region's nine-county Metropolitan Transportation System (MTS).

POLICY 3.4

Promote I-880, I-80 (East Bay), 101 (North of San Rafael), I-580, I-680 and I-5 as the principal freeways for through automobile traffic and freight truck traffic in the Bay Area and the state.

OBJECTIVE 4

MAINTAIN AND ENHANCE SAN FRANCISCO'S POSITION AS THE HUB OF A REGIONAL, CITY-CENTERED TRANSIT SYSTEM.

POLICY 4.1

Rapid transit lines from all outlying corridors should lead to stations and terminals that are adjacent or connected to each other in downtown San Francisco.

POLICY 4.2

Increase transit ridership capacity in all congested regional corridors.

POLICY 4.3

Where significant transit service is provided, bridges and freeways should have priority transit treatment, such as exclusive transit lanes.

POLICY 4.4

Integrate future rail transit extensions to, from, and within the city as technology permits so that they are compatible with and immediately accessible to existing BART, CalTrain or Muni rail lines.

POLICY 4.5

Provide convenient transit service that connects the regional transit network to major employment centers outside the downtown area.

POLICY 4.6

Facilitate transfers between different transit modes and services by establishing simplified and coordinated fares and schedules, and by employing design and technology features to make transferring more convenient.

POLICY 4.7

Locate outlying rapid transit stations close to the commercial and high-density residential districts and employment centers of each community.

POLICY 4.8

Expand and coordinate the use of ferries, water taxis and other forms of water-based transportation with each other and with landside transportation in waterfront communities in San Francisco and across the bay, using San Francisco's Ferry Building as the main transfer point.

OBJECTIVE 5

SUPPORT AND ENHANCE THE ROLE OF SAN FRANCISCO AS A MAJOR DESTINATION AND DEPARTURE POINT FOR TRAVELERS MAKING INTERSTATE, NATIONAL AND INTERNATIONAL TRIPS.

POLICY 5.1

Support and accommodate the expansion of San Francisco International Airport, while balancing this expansion with the protection of the quality of life in the communities that surround the Airport.

POLICY 5.2

Develop direct transit connections from downtown to the Airport that will maximize convenience and minimize confusion for airport patrons.

POLICY 5.3

Encourage the development of a high-speed water transit system from the Airport to the Ferry Building and to Oakland Airport to improve the efficiency and flexibility of the Airport's role in accommodating large numbers of domestic and international air passengers.

POLICY 5.4

Encourage the use of public transportation and improve its services between the airport and all Bay Area communities, for airport employees as well as air passengers.

POLICY 5.5

Develop high-speed rail that links downtown San Francisco directly to all major interstate and national passenger rail corridors as the principle alternative to interstate air travel, and as the primary means to relieve air traffic congestion.

POLICY 5.6

Secure a berth for cruise ships in an attractive location, well-served by public transportation, to enhance San Francisco as a recreational port destination.

OBJECTIVE 6

DEVELOP REGIONAL, MULTI-MODAL FACILITIES FOR THE EFFICIENT MOVEMENT OF FREIGHT AND GOODS.

POLICY 6.1

Designate expeditious routes for freight trucks between industrial and commercial areas and the regional and state freeway system to minimize conflicts with automobile traffic and incompatibility with other land uses.

POLICY 6.2

Upgrade and modernize port facilities and landside operations and support transportation systems, responding to new technologies, to enhance the commercial significance of the Port of San Francisco and other Bay Area ports as a unified region competing with other ports on the West Coast.

POLICY 6.3

Encourage the use of water transportation, such as freight ferries and shuttles, to facilitate the region-wide movement of goods and cargo.

POLICY 6.4

Identify new freight rail corridors and enhance existing ones to improve and shorten links between key freight distribution points in the city and the main interstate railroads, and to minimize conflicts with pedestrian, street and passenger rail traffic.

POLICY 6.5

Develop the facilities and accessory transportation systems serving the Airport to accommodate its growing role as a freight distribution center.

OBJECTIVE 7

DEVELOP A PARKING STRATEGY THAT ENCOURAGES SHORT-TERM PARKING AT THE PERIPHERY OF DOWNTOWN AND LONG-TERM INTERCEPT PARKING AT THE PERIPHERY OF THE URBANIZED BAY AREA TO MEET THE NEEDS OF LONG-DISTANCE COMMUTERS TRAVELING BY AUTOMOBILE TO SAN FRANCISCO OR NEARBY DESTINATIONS.

POLICY 7.1

Reserve a majority of the off-street parking spaces at the periphery of downtown for short term parking.

POLICY 7.2

Outlying transit terminals and adjacent commuter parking facilities of the regional transit systems leading to San Francisco should be well-marked and easily accessible from regional highways.

POLICY 7.3

Maintain a supply of parking commensurate with demand at outlying intercept parking facilities that have good connections to transit and ride-sharing opportunities.

OBJECTIVE 8

MAINTAIN AND ENHANCE REGIONAL PEDESTRIAN AND HIKING ACCESS TO THE COAST, THE BAY AND RIDGE TRAILS.

POLICY 8.1

Ensure that the Coast Trail, the Bay Trail and the Ridge Trail remain uninterrupted and unobstructed where they pass through San Francisco.

POLICY 8.2

Clearly identify the Citywide Pedestrian Network where it intersects with the Coast, Bay and Ridge Trails.

OBJECTIVE 9

IMPROVE BICYCLE ACCESS TO SAN FRANCISCO FROM ALL OUTLYING CORRIDORS.

POLICY 9.1

Allow bicycles on regional transit vehicles such as trains and ferries whenever practical.

POLICY 9.2

Where bicycles are prohibited on roadway segments, provide parallel routes accessible to bicycles or shuttle services that transport bicycles.

CONGESTION MANAGEMENT

Transportation Performance Measures

OBJECTIVE 10

DEVELOP AND EMPLOY METHODS OF MEASURING THE PERFORMANCE OF THE CITY'S TRANSPORTATION SYSTEM THAT RESPOND TO ITS MULTI-MODAL NATURE.

POLICY 10.1

Assess the performance of the city's transportation system by measuring the movement of people and goods rather than merely the movement of vehicles.

POLICY 10.2

Employ performance measures that address the problems of transportation deficiencies.

POLICY 10.3

Employ methods that are easily measured, understandable, and useful both for determining the level of deficiency and for comparing alternatives with existing forecasting tools.

POLICY 10.4

Consider the transportation system performance measurements in all decisions for projects that affect the transportation system.

Transit First

OBJECTIVE 11

MAINTAIN PUBLIC TRANSIT AS THE PRIMARY MODE OF TRANSPORTATION IN SAN FRANCISCO AND AS A MEANS THROUGH WHICH TO GUIDE FUTURE DEVELOPMENT AND IMPROVE REGIONAL MOBILITY AND AIR QUALITY.

POLICY 11.1

Maintain and improve the Transit Preferential Streets program to make transit more attractive and viable as a primary means of travel.

POLICY 11.2

Continue to favor investment in transit infrastructure and services over investment in highway development and other facilities that accommodate the automobile.

POLICY 11.3

Encourage development that efficiently coordinates land use with transit service, requiring that developers address transit concerns as well as mitigate traffic problems.

POLICY 11.4

Encourage the development of one or more multi-service transportation outlets for the sale of transit fare instruments and the provision of other kinds of trip information.

Transportation Demand Management

OBJECTIVE 12

DEVELOP AND IMPLEMENT PROGRAMS IN THE PUBLIC AND PRIVATE SECTORS, WHICH WILL SUPPORT CONGESTION MANAGEMENT AND AIR QUALITY OBJECTIVES, MAINTAIN MOBILITY AND ENHANCE BUSINESS VITALITY AT MINIMUM COST.

POLICY 12.1

Develop and implement strategies which provide incentives for individuals to use public transit, ridesharing, bicycling and walking to the best advantage, thereby reducing the number of single occupant auto trips.

POLICY 12.2

Build on successful efforts implemented at numerous private sector worksites, such as the downtown Transportation Brokerage Program and voluntary programs, and adapt such programs for application in new areas as appropriate.

POLICY 12.3

Implement private and public sector TDM programs which support each other and explore opportunities for private-public responsibility in program implementation.

POLICY 12.4

Encourage private and public sector cooperation in the promotion of alternative work programs designed to reduce congestion and the number of automobile trips.

POLICY 12.5

Phase program implementation in a manner that is most cost effective, and most reasonable in terms of the availability of alternative travel modes and types of trips to be served.

POLICY 12.6

Maximize the utilization of existing sources of revenue targeted or available for program implementation and monitoring to offset additional funding requirements.

POLICY 12.7

Promote coordination between providers of transportation management services, where possible, to the enhance the quality of individual programs.

POLICY 12.8

Encourage the creation of Transportation Management Associations where specific needs are identified and coordination with other similar associations and agencies is pursued.

OBJECTIVE 13

PROMOTE THE DEVELOPMENT OF MARKETING STRATEGIES THAT ENCOURAGE AND FACILITATE THE USE OF TRANSIT AND OTHER ALTERNATIVES TO THE SINGLE-OCCUPANT AUTOMOBILE FOR SHOPPING, RECREATION, CULTURAL AND OTHER NON-WORK TRIPS.

POLICY 13.1

Encourage the use of alternatives to the automobile for all age groups in the advertisement of businesses, recreational and cultural attractions by identifying their proximity to transit facilities and significant landmarks.

POLICY 13.2

Promote the identification of core fixed guideway and regional transit lines, such as BART, Muni Metro, cable car, CalTrain and ferry lines, on maps and literature designed for tourists and visitors.

POLICY 13.3

Use Transit Centers and Visitor Information Centers for the promotion of transit services and the distribution of transit service information.

Transportation Systems Management

OBJECTIVE 14

DEVELOP AND IMPLEMENT A PLAN FOR OPERATIONAL CHANGES AND LAND USE POLICIES THAT WILL MAINTAIN MOBILITY AND SAFETY DESPITE A RISE IN TRAVEL DEMAND THAT COULD OTHERWISE RESULT IN SYSTEM CAPACITY DEFICIENCIES.

POLICY 14.1

Reduce road congestion through the implementation of traffic control strategies, such as signal-light synchronization and turn controls, that improve vehicular flow.

POLICY 14.2

Ensure that traffic signals are timed and phased to emphasize transit, pedestrian, and bicycle traffic as part of a balanced multi-modal transportation system.

POLICY 14.3

Improve transit operation by implementing strategies that facilitate and prioritize transit vehicle movement and loading.

POLICY 14.4

Reduce congestion by encouraging alternatives to the single occupant auto through the reservation of right-of-way and enhancement of other facilities dedicated to multiple modes of transportation.

POLICY 14.5

Encourage the use of alternative fuels for City vehicles, transit vehicles, and, as feasible, any other motor vehicle as a means of reducing toxic automobile emissions and conserving energy.

POLICY 14.6

Reduce peak period congestion through the promotion of flexible work schedules at worksites throughout the City.

POLICY 14.7

Encourage the use of transit and other alternatives modes of travel to the private automobile through the positioning of building entrances that prioritize access from these modes.

OBJECTIVE 15

ENCOURAGE ALTERNATIVES TO THE AUTOMOBILE AND REDUCED TRAFFIC LEVELS ON RESIDENTIAL STREETS THAT SUFFER FROM EXCESSIVE TRAFFIC THROUGH THE MANAGEMENT OF TRANSPORTATION SYSTEMS AND FACILITIES.

POLICY 15.1

Discourage excessive automobile traffic on residential streets by incorporating traffic-calming treatments.

POLICY 15.2

Consider partial closure of certain residential streets to automobile traffic where the nature and level of automobile traffic impairs livability and safety, provided that there is an abundance of alternative routes such that the closure will not create undue congestion on parallel streets.

Parking Management

OBJECTIVE 16

DEVELOP AND IMPLEMENT PROGRAMS THAT WILL EFFICIENTLY MANAGE THE SUPPLY OF PARKING AT EMPLOYMENT CENTERS THROUGHOUT THE CITY SO AS TO DISCOURAGE SINGLE-OCCUPANT RIDERSHIP AND ENCOURAGE RIDESHARING, TRANSIT AND OTHER ALTERNATIVES TO THE SINGLE-OCCUPANT AUTOMOBILE.

POLICY 16.1

Reduce parking demand through the provision of comprehensive information that encourages the use of alternative modes of transportation.

POLICY 16.2

Reduce parking demand where parking is subsidized by employers with "cash-out" programs in which the equivalency of the cost of subsidized parking is offered to those employees who do not use the parking facilities.

POLICY 16.3

Reduce parking demand through the provision of incentives for the use of carpools and vanpools at new and existing parking facilities throughout the City.

POLICY 16.4

Manage parking demand through appropriate pricing policies including the use of premium rates near employment centers well-served by transit, walking and bicycling, and progressive rate structures to encourage turnover and the efficient use of parking.

POLICY 16.5

Reduce parking demand through limiting the absolute amount of spaces and prioritizing the spaces for short-term and ride-share uses.

POLICY 16.6

Encourage alternatives to the private automobile by locating public transit access and ride-share vehicle and bicycle parking at more close-in and convenient locations on-site, and by locating parking facilities for single-occupant vehicles more remotely.

OBJECTIVE 17

DEVELOP AND IMPLEMENT PARKING MANAGEMENT PROGRAMS IN THE DOWNTOWN THAT WILL PROVIDE ALTERNATIVES ENCOURAGING THE EFFICIENT USE OF THE AREA'S LIMITED PARKING SUPPLY AND ABUNDANT TRANSIT SERVICES.

POLICY 17.1

Discourage the provision of new long-term parking downtown and near major employment centers.

POLICY 17.2

Encourage collaboration and cooperation between property owners and developers to allow for the most efficient use of existing and new parking facilities.

VEHICLE CIRCULATION

OBJECTIVE 18

ESTABLISH A STREET HIERARCHY SYSTEM IN WHICH THE FUNCTION AND DESIGN OF EACH STREET ARE CONSISTENT WITH THE CHARACTER AND USE OF ADJACENT LAND.

POLICY 18.1

Wherever feasible, divert through automobile and commercial traffic from residential neighborhoods onto major and secondary arterials, and limit major arterials to nonresidential streets wherever possible.

POLICY 18.2

Design streets for a level of traffic that serves, but will not cause a detrimental impact on adjacent land uses.

POLICY 18.3

The existing single-occupant vehicular capacity of the bridges, highways and freeways entering the city should not be increased and should be reduced if needed to increase the capacity for high-occupancy vehicles, transit and other alternative means of commuting, and for the safe and efficient movement of freight trucks,.

POLICY 18.4

Discourage high-speed through traffic on local streets in residential areas through traffic "calming" measures that are designed not to disrupt transit service or bicycle movement, including:

- Sidewalk bulbs and widenings at intersections and street entrances;
- Lane off-sets and traffic bumps;
- Narrowed traffic lanes with trees, landscaping and seating areas; and
- colored and/or textured sidewalks and crosswalks.

POLICY 18.5

Mitigate and reduce the impacts of automobile traffic in and around parks and along shoreline recreation areas.

POLICY 18.6

Use the Street Hierarchy System of the Transportation Element as the foundation for any national, state, regional and local network of streets and highways in San Francisco.

OBJECTIVE 19

PROVIDE FOR CONVENIENT MOVEMENT AMONG DISTRICTS IN THE CITY DURING OFF-PEAK TRAVEL PERIODS AND SAFE TRAFFIC MOVEMENT AT ALL TIMES.

POLICY 19.1

Eliminate unnecessary cross traffic conflicts and improve traffic flow along major arterials.

POLICY 19.2

Promote increased traffic safety, with special attention to hazards that could cause personal injury.

MASS TRANSIT

OBJECTIVE 20

GIVE FIRST PRIORITY TO IMPROVING TRANSIT SERVICE THROUGHOUT THE CITY, PROVIDING A CONVENIENT AND EFFICIENT SYSTEM AS A PREFERABLE ALTERNATIVE TO AUTOMOBILE USE.

POLICY 20.1

Give priority to transit vehicles based on a rational classification system of transit preferential streets.

POLICY 20.2

Reduce, relocate or prohibit automobile facility features on transit preferential streets, such as driveways and loading docks, to avoid traffic conflicts and automobile congestion.

POLICY 20.3

Develop transit preferential treatments according to established guidelines.

POLICY 20.4

Develop transit centers according to established guidelines.

POLICY 20.5

Place and maintain all sidewalk elements, including passenger shelters, benches, trees, newsracks, kiosks, toilets, and utilities at appropriate transit stops according to established guidelines.

POLICY 20.6

Provide priority enforcement of parking and traffic regulations on all Transit Preferential Streets.

POLICY 20.7

Encourage ridership and clarify transit routes by means of a citywide plan for street landscaping, lighting and transit preferential treatments.

POLICY 20.8

Intensify overall transit service in the "central area."

POLICY 20.9

Improve inter-district and intra-district transit service.

POLICY 20.10

Keep fares low enough to obtain consistently high patronage and encourage more off-peak use.

POLICY 20.11

Promote the electrification of bus operation.

POLICY 20.12

Use the Transit Preferential Street network as the foundation for any national, state, regional or local transit street hierarchy system in San Francisco.

OBJECTIVE 21

DEVELOP TRANSIT AS THE PRIMARY MODE OF TRAVEL TO AND FROM DOWNTOWN AND ALL MAJOR ACTIVITY CENTERS WITHIN THE REGION.

POLICY 21.1

Provide transit service from residential areas to major employment centers outside the downtown area.

POLICY 21.2

Where a high level of transit ridership or potential ridership exists along a corridor, existing transit service or technology should be upgraded to attract and accommodate riders.

POLICY 21.3

Make future rail transit extensions in the city compatible with existing BART, CalTrain or Muni rail lines.

POLICY 21.4

Provide for improved connectivity and potential facility expansion where any two fixed-guideway transit corridors connect.

POLICY 21.5

Facilitate and continue ferries and other forms of water-based transportation as an alternative mode of transit between San Francisco and other communities along the Bay, and between points along the waterfront within San Francisco.

POLICY 21.6

Establish frequent and convenient transit service, including water-based transit, to major recreational facilities and provide special service for sports, cultural and other heavily attended events.

POLICY 21.7

Make convenient transfers between transit lines, systems and modes possible by establishing common or closely located terminals for local and regional transit systems and by coordinating fares and schedules.

POLICY 21.8

Bridges and freeways should have exclusive transit lanes where significant transit service is provided by transit .

POLICY 21.9

Improve pedestrian and bicycle access to transit facilities.

POLICY 21.10

Ensure passenger and operator safety in the design and operation of transit vehicles and station facilities.

POLICY 21.11

Ensure the maintenance and efficient operation of the fleet of transit vehicles.

OBJECTIVE 22

DEVELOP AND IMPROVE DEMAND-RESPONSIVE TRANSIT SYSTEMS AS A SUPPLEMENT TO REGULAR TRANSIT SERVICES.

POLICY 22.1

Maintain a taxi service adequate to meet the needs of the city and to keep fares reasonable.

POLICY 22.2

Consider possibilities for supplementary, privately operated transit services.

POLICY 22.3

Guarantee complete and comprehensive transit service and facilities that are accessible to all riders, including those with mobility impairments.

PEDESTRIAN

OBJECTIVE 23

IMPROVE THE CITY'S PEDESTRIAN CIRCULATION SYSTEM TO PROVIDE FOR EFFICIENT, PLEASANT, AND SAFE MOVEMENT.

POLICY 23.1

Provide sufficient pedestrian movement space with a minimum of pedestrian congestion in accordance with a pedestrian street classification system.

POLICY 23.2

Widen sidewalks where intensive commercial, recreational, or institutional activity is present and where residential densities are high.

POLICY 23.3

Maintain a strong presumption against reducing sidewalk widths, eliminating crosswalks and forcing indirect crossings to accommodate automobile traffic.

POLICY 23.4

Tow-away lane approvals should consider existing and potential pedestrian usage and level of service on abutting sidewalks, including the desirability of future sidewalk widening, as well as the needs of transit operation on the street.

POLICY 23.5

Minimize obstructions to through pedestrian movement on sidewalks by maintaining an unobstructed width that allows for passage of people, strollers and wheelchairs.

POLICY 23.6

Ensure convenient and safe pedestrian crossings by minimizing the distance pedestrians must walk to cross a street.

POLICY 23.7

Ensure safe pedestrian crossings at signaled intersections by providing sufficient time for pedestrians to cross streets at a moderate pace.

POLICY 23.8

Support pedestrian needs by incorporating them into regular short-range and long-range planning activities for all city and regional agencies and include pedestrian facility funding in all appropriate funding requests.

POLICY 23.9

Implement the provisions of the Americans with Disabilities Act and the city's curb ramp program to improve pedestrian access for all people.

OBJECTIVE 24

IMPROVE THE AMBIENCE OF THE PEDESTRIAN ENVIRONMENT.

POLICY 24.1

Preserve existing historic features such as streetlights and encourage the incorporation of such historic elements in all future streetscape projects.

POLICY 24.2

Maintain and expand the planting of street trees.

POLICY 24.3

Install pedestrian-serving street furniture where appropriate.

POLICY 24.4

Preserve pedestrian-oriented building frontages.

OBJECTIVE 25

DEVELOP A CITYWIDE PEDESTRIAN NETWORK.

POLICY 25.1

Create a citywide pedestrian street classification system.

POLICY 25.2

Utilizing the pedestrian street classification system, develop a citywide pedestrian network that includes streets devoted to or primarily oriented to pedestrian use.

POLICY 25.3

Develop design guidelines for pedestrian improvements in Neighborhood Commercial Districts, Residential Districts, and other pedestrian-oriented areas as indicated by the pedestrian street classification plan.

POLICY 25.4

Maintain a presumption against the use of demand-activated traffic signals on any well-used pedestrian street, and particularly those streets in the Citywide Pedestrian and Neighborhood Networks.

POLICY 25.5

Where intersections are controlled with a left-turn only traffic signal phase for automobile traffic, encourage more efficient use of the phase for pedestrians where safety permits.

POLICY 25.6

Provide enforcement of traffic and parking regulations to ensure pedestrian safety, particularly on streets within the Citywide Pedestrian and Neighborhood Networks.

OBJECTIVE 26

CONSIDER THE SIDEWALK AREA AS AN IMPORTANT ELEMENT IN THE CITYWIDE OPEN SPACE SYSTEM.

POLICY 26.1

Retain streets and alleys not required for traffic, or portions thereof, for through pedestrian circulation and open space use.

POLICY 26.2

Partially or wholly close certain streets not required as traffic carriers for pedestrian use or open space.

POLICY 26.3

Encourage pedestrian serving uses on the sidewalk.

POLICY 26.4

Encourage and support the development of walking tours incorporating signage wherever possible.

BICYCLES

OBJECTIVE 27

ENSURE THAT BICYCLES CAN BE USED SAFELY AND CONVENIENTLY AS A PRIMARY MEANS OF TRANSPORTATION, AS WELL AS FOR RECREATIONAL PURPOSES.

POLICY 27.1

Expand and improve access for bicycles on city streets and develop a well-marked, comprehensive system of bike routes in San Francisco.

POLICY 27.2

Develop a rational classification system of bicycle preferential streets.

POLICY 27.3

Eliminate hazards to bicyclists on city streets.

POLICY 27.4

Maintain a presumption against the use of demand-activated traffic signals on designated bicycle routes.

POLICY 27.5

Make available bicycle route and commuter information and encourage increased use of bicycle transportation.

POLICY 27.6

Accommodate bicycles on regional transit facilities and important regional transportation links wherever feasible.

POLICY 27.7

Include bicycle facility funding in all appropriate requests.

POLICY 27.8

Prevent bicycle accidents though bicycle safety education and improved traffic law enforcement.

POLICY 27.9

Identify and expand recreational bicycling opportunities.

POLICY 27.10

Accommodate bicycles in the design and selection of traffic control facilities.

OBJECTIVE 28

PROVIDE SECURE AND CONVENIENT PARKING FACILITIES FOR BICYCLES.

POLICY 28.1

Provide secure bicycle parking in new governmental, commercial, and residential developments.

POLICY 28.2

Provide secure bicycle parking at existing city buildings and facilities and encourage it in existing commercial and residential buildings.

POLICY 28.3

Provide parking facilities which are safe, secure, and convenient.

POLICY 28.4

Provide bicycle parking at all transit terminals.

OBJECTIVE 29

CITY GOVERNMENT SHOULD PLAY A LEADERSHIP ROLE IN INCREASING BICYCLE USE.

POLICY 29.1

Consider the needs of bicycling and the improvement of bicycle accommodations in all city decisions and improve accommodation as much as possible.

POLICY 29.2

Integrate bicycle planning into regular short-range and long-range planning activities for all city departments.

POLICY 29.3

Designate appropriate staff to coordinate all bicycle related activities.

POLICY 29.4

Encourage non-cyclists to become cyclists and encourage cyclists to ride more often.

CITYWIDE PARKING

OBJECTIVE 30

ENSURE THAT THE PROVISION OF NEW OR ENLARGED PARKING FACILITIES DOES NOT ADVERSELY AFFECT THE LIVABILITY AND DESIRABILITY OF THE CITY AND ITS VARIOUS NEIGHBORHOODS.

POLICY 30.1

Assure that new or enlarged parking facilities meet need, locational and design criteria.

POLICY 30.2

Discourage the proliferation of surface parking as an interim land use, particularly where sound residential, commercial or industrial buildings would be demolished pending other development.

POLICY 30.3

Maximize the efficient use of land devoted to parking by consolidating adjacent surface lots and garages into a parking structure, possibly containing residential, commercial or other uses.

POLICY 30.4

Restrict long term automobile parking at rapid transit stations in the city in favor of development of effective feeder transit service.

POLICY 30.5

In any large development, allocate a portion of the provided off-street parking spaces for compact automobiles, vanpools, bicycles and motorcycles commensurate with standards that are, at a minimum, representative of their proportion of the city's vehicle population.

POLICY 30.6

Make existing and new accessory parking available to nearby residents and the general public for use as short-term or evening parking when not being utilized by the business or institution to which it is accessory.

POLICY 30.7

Limit and screen from view parking facilities over the water, and near the water's edge where such parking interferes with public access.

OBJECTIVE 31

ESTABLISH PARKING RATES AND OFF-STREET PARKING FARE STRUCTURES TO REFLECT THE FULL COSTS, MONETARY AND ENVIRONMENTAL, OF PARKING IN THE CITY.

POLICY 31.1

Set rates to encourage short-term over long term automobile parking.

POLICY 31.2

Where off-street parking near institutions and in commercial areas outside downtown is in short supply, set parking rates to encourage higher turnover and more efficient use of the parking supply.

POLICY 31.3

Encourage equity between drivers and non-drivers by offering transit fare validations and/or cash-out parking programs where off-street parking is validated or subsidized.

OBJECTIVE 32

LIMIT PARKING IN DOWNTOWN TO HELP ENSURE THAT THE NUMBER OF AUTO TRIPS TO AND FROM DOWNTOWN WILL NOT BE DETRIMENTAL TO THE GROWTH OR AMENITY OF DOWNTOWN.

POLICY 32.1

Discourage new long-term commuter parking spaces for single-occupant automobiles in and around downtown. Limit the long-term parking spaces to the number that already exists.

POLICY 32.2

When it must be provided, locate any new long-term parking structures in the areas peripheral to downtown. Any new peripheral parking structures should be concentrated to make transit service convenient and efficient, connected to transit shuttle service to downtown, and provide preferred space and rates for van and car pool vehicles, bicycles and motorcycles.

POLICY 32.3

Encourage short-term use of existing parking spaces within and adjacent to downtown by converting all-day commuter parking to short-term parking in areas of high demand.

POLICY 32.4

Where residential streets that are adjacent to or within the downtown area are used for on-street, long-term commuter parking, implement measures to promote short-term parking and discourage long-term commuter parking.

POLICY 32.5

When the priority functions of service vehicle access and pedestrian movement are sufficiently accommodated on downtown alleys, the function of remaining alley space should be designated for motorcycle parking, primarily short-term.

OBJECTIVE 33

CONTAIN AND LESSEN THE TRAFFIC AND PARKING IMPACT OF INSTITUTIONS ON SURROUNDING RESIDENTIAL AREAS.

POLICY 33.1

Limit the provision of long-term automobile parking facilities at institutions and encourage such institutions to regulate existing facilities to assure use by short-term clients and visitors.

POLICY 33.2

Protect residential neighborhoods from the parking impacts of nearby traffic generators.

OBJECTIVE 34

RELATE THE AMOUNT OF PARKING IN RESIDENTIAL AREAS AND NEIGHBORHOOD COMMERCIAL DISTRICTS TO THE CAPACITY OF THE CITY'S STREET SYSTEM AND LAND USE PATTERNS.

POLICY 34.1

Regulate off-street parking in new housing so as to guarantee needed spaces without requiring excesses and to encourage low auto ownership in neighborhoods that are well served by transit and are convenient to neighborhood shopping.

POLICY 34.2

Use existing street space to increase residential parking where off-street facilities are inadequate.

POLICY 34.3

Permit minimal or reduced off-street parking for new buildings in residential and commercial areas adjacent to transit centers and along transit preferential streets.

POLICY 34.4

Where parking demand is greatest in city neighborhoods, consider wide-scale transit improvements as an alternative to additional parking garages as part of a balanced solution.

POLICY 34.5

Minimize the construction of new curb cuts in areas where on-street parking is in short supply and locate them in a manner such that they retain or minimally diminish the number of existing on-street parking spaces.

OBJECTIVE 35

MEET SHORT-TERM PARKING NEEDS IN NEIGHBORHOOD SHOPPING DISTRICTS CONSISTENT WITH PRESERVATION OF A DESIRABLE ENVIRONMENT FOR PEDESTRIANS AND RESIDENTS.

POLICY 35.1

Provide convenient on-street parking specifically designed to meet the needs of shoppers dependent upon automobiles.

POLICY 35.2

Assure that new neighborhood shopping district parking facilities and other auto-oriented uses meet established guidelines.

URBAN GOODS MOVEMENT

OBJECTIVE 36

PROMOTE FREIGHT DELIVERY/PICKUP TRAFFIC AS NECESSARY FOR THE ECONOMIC VITALITY OF SAN FRANCISCO AND THE BAY REGION.

POLICY 36.1

Support urban goods movement networks in San Francisco, especially in the areas reserved for industrial development and in neighborhood commercial districts.

POLICY 36.2

Coordinate with appropriate governmental agencies to anticipate and accommodate the needs of both local and through freight traffic in future growth areas in San Francisco.

POLICY 36.3

Encourage and facilitate the bicycle as a courier vehicle in congested areas, especially in the downtown area.

OBJECTIVE 37

CREATE A PHYSICAL AND ECONOMIC ENVIRONMENT CONDUCIVE TO THE EXPANSION OF SAN FRANCISCO'S INDUSTRIAL, MARITIME, AND AIRPORT ACTIVITIES BY ENSURING TRUCK/SERVICE VEHICLE AND RAIL ACCESS AND EGRESS TO THESE USES.

POLICY 37.1

Provide sufficient curbside and off-street facilities to rail, piers and air terminals where freight movement is dominant, and particularly where it conflicts with other transportation modes and functions.

POLICY 37.2

Improve and maintain intermodal rail freight handling capacity to the Port and other industrial areas by improving bridges and tunnels along the waterfront to accommodate all types of freight rail cargo.

POLICY 37.3

Enhance access and circulation between highways, freight facilities and intermodal transfer points on the waterfront for trucks and other service vehicles.

POLICY 37.4

Promote water-based transportation such as freight ferries and waterfront shuttles between San Francisco and other waterfront terminals around the Bay to supplement land-based modes of freight travel.

OBJECTIVE 38

DEVELOP AND MAINTAIN SELECTED MAJOR AND SECONDARY ARTERIALS TO PROVIDE EFFICIENT AND DIRECT ROUTES FOR TRUCKS/SERVICE VEHICLES INTO AND THROUGH SAN FRANCISCO WITHOUT DISTURBING NEIGHBORHOOD AREAS AND INHIBITING THE SAFE MOVEMENT OF TRANSIT VEHICLES, BICYCLES AND PEDESTRIANS.

POLICY 38.1

Improve the existing regional network of truck routes by making designated routes in San Francisco convenient for non-local freight trips with the aim of making the routes direct and connected to other routes.

POLICY 38.2

Reduce unnecessary truck trips through San Francisco and out-of-direction circulation movements by promoting viable alternate truck routes and access across bay bridges that are not as subject to traffic congestion as the Bay Bridge and the Golden Gate Bridge.

OBJECTIVE 39

MAKE FREEWAY AND MAJOR SURFACE STREET IMPROVEMENTS TO ACCOMMODATE AND ENCOURAGE TRUCK/SERVICE VEHICLE TRAFFIC IN INDUSTRIAL AREAS AWAY FROM RESIDENTIAL NEIGHBORHOODS.

POLICY 39.1

Establish and maintain advisory truck routes, with clear signage, between industrial areas and freeway interchanges to enhance truck access and to clearly and visibly attract truck traffic away from residential neighborhoods.

POLICY 39.2

Accommodate heavy vehicles with extra-legal loads on major truck routes by ensuring vertical clearances, appropriate intersection design for maneuvering and providing signal timing to allow smooth truck progression.

POLICY 39.3

Implement measures to reduce adverse affects from trucks/service vehicles and rail traffic by enforcing restrictions on certain routes, specific areas or times of day.

OBJECTIVE 40

ENFORCE A PARKING AND LOADING STRATEGY FOR FREIGHT DISTRIBUTION TO REDUCE CONGESTION AFFECTING OTHER VEHICULAR TRAFFIC AND ADVERSE IMPACTS ON PEDESTRIAN CIRCULATION.

POLICY 40.1

Provide off-street facilities for freight loading and service vehicles on the site of new buildings sufficient to meet the demands generated by the intended uses. Seek opportunities to create new off-street loading facilities for existing buildings.

POLICY 40.2

Discourage access to off-street freight loading and service vehicle facilities from transit preferential streets, or pedestrian-oriented streets and alleys by providing alternative access routes to facilities.

POLICY 40.3

Off-street loading facilities and spaces in the downtown area should be enclosed and accessible by private driveways designed to minimize conflicts with pedestrian, transit and automobile traffic.

POLICY 40.4

Driveways and curb cuts should be designed to avoid maneuvering on sidewalks or in street traffic, but when crossing sidewalks they should be only as wide as necessary to accomplish this function.

POLICY 40.5

Loading docks and freight elevators should be located conveniently and sized sufficiently to maximize the efficiency of loading and unloading activity.

POLICY 40.6

Encourage consolidation of freight deliveries and night-time deliveries in the downtown C-3 zoning districts to increase efficiency of freight movement and reduce congestion.

POLICY 40.7

Strictly enforce yellow and special truck loading zones throughout San Francisco to facilitate delivery/pickups and reduce traffic congestion caused by double-parking.

POLICY 40.8

Provide limited curbside loading spaces to meet the need for short-term courier deliveries/pickup.

POLICY 40.9

Where possible, mitigate of the undesirable effects of noise, vibration and emission by limiting late evening and early hour loading and unloading in retail, institutional, and industrial facilities abutting residential neighborhoods.

TRANSPORTATION

INTRODUCTION

The Plan for Transportation is composed of several sections, each of which deals with an important component of the local and regional transportation system. The plan sections are (1) General, (2) Regional Transportation, (3) Congestion Management, (4) Vehicle Circulation, (5) Transit, (6) Pedestrians, (7) Bicycles, (8) Citywide Parking and (9) Goods Movement. Each consists of objectives and policies regarding a particular segment of the master transportation system and related maps which describe key physical aspects. Since these various travel systems often parallel each other, they must be read together to understand their functions and characteristics. Each must also be understood in relation to the other elements of the General Plan of the city.

Within each of the nine plan sections are general objectives, which express desirable goals, and policies that prescribe steps toward achieving these goals. They may not always be entirely compatible. For instance, it may not be possible to satisfy all travel needs in the most convenient manner and at the same time maintain a transportation system which preserves and promotes a desirable living and working environment, supports development in the right locations, and is financially feasible for the City to implement. Each specific policy in the separate plan sections might well be seen as a compromise among these overall objectives and policies, based on weighing the advantages, disadvantages and costs of various alternatives.

In establishing the Objectives and Policies, certain Fundamental Assumptions of the nature of transportation are made. In addition, this Element examines and considers the History of Transportation in San Francisco, and establishes the basis from which these policies and objectives sere developed. A separate document, the Implementation Program of the Transportation Element, serves as a set of guidelines that link these Objectives and Policies to the programming of funds for implementing transportation projects.

FUNDAMENTAL ASSUMPTIONS

Shaping a Region

The provision of transportation services is a complicated and vital function in urban society. The very shape of the central city and outlying communities is formed by the forces of transportation. Clearly, one of the most difficult challenges for any metropoli-

tan area is to accommodate the transportation needs of its population while maintaining and enhancing the city and region as a desirable place to live and work. On the other hand, some of the most fundamental problems contributing to the deterioration of the quality of life in an urban area -- air pollution, traffic congestion, suburban sprawl, visual blight, depletion of natural resources -- are caused by the inadequate and inefficient provision of transportation services, particularly in relation to the use of adjacent land.

The setting of the San Francisco Bay Area -- the bay, the ocean, the mountains, the three large city centers and the other communities along the bay and the inland valleys -- is a fundamental part of its celebrated quality of life. These same characteristics make the challenge of improving the transportation network particularly complex. The water and hills are obstacles for conventional transportation systems, albeit beautiful ones. The flow of the region's automobile traffic is immune to the political boundaries between San Francisco, Oakland and San Jose, and, increasingly, has neither origin nor destination in these three cities. As open, developable land grows scarce and the central area of the region matures, the impacts of accommodating the movement of people and goods throughout the Bay Area become more significant, particularly in the areas adjacent to transportation infrastructure, and the welfare of a community -- or a neighborhood within a community -- may be pitted against the good of the entire region.

The high costs of investments in any component of a transportation system -- transit, highways, streets, sidewalks, bicycle facilities, freight movement -- underscore the need for comprehensive planning. The interrelationships of different components must be studied, the surrounding land use must support the investment, and the needs of the locality and the entire region must be considered. If the Bay Area's future transportation system is to be successful, it must be managed and developed with creativity, responsiveness to current and future trends, sensitivity to the land use and environment it serves, and cooperation and coordination on both a local and regional scale.

Impacts of Automobile Travel in the City

The accommodation of automobile traffic in San Francisco has long been a controversial issue. The automobile provides access to the City from even the most remote regions of the Bay Area, and is relied upon by many as a means of getting to and around the City. Many efforts in the past have been undertaken to facilitate the movement and accessibility of the automobile, such as the construction of freeways, parking lots and garages, the widening of streets, the narrowing of sidewalks, and the related condemnation of private property. While these undertakings have resulted in its unprecedented convenience and popularity, the operation of an automobile in the city remains constrained by traffic congestion, parking scarcities and a 19th-Century street network that was not laid out for cars and still poses many challenges to through traffic movement.

The efforts to accommodate the automobile have had pronounced repercussions on other aspects of city life. Elevated freeways block views, divide neighborhoods, consume valuable city land and blight adjacent properties. Off-street parking facilities increase building costs, which in turn are transferred to



Photo courtesy of Bob Colin

costs of housing and doing business. As a land use, off-street parking facilities compete with and displace land uses that provide greater social and economic benefit to the city. Widened streets, numerous curb cuts and

narrowed sidewalks come at the expense of the safety and comfort of the pedestrian. Displacement of housing and small businesses upsets the delicate neighborhood scale and economies that help make the city unique, attractive and livable.

The investments already made in accommodating the automobile seem to trigger the demand for more, but the rise in automobile use and ownership tests the ability of the city's transportation system to further adapt and function. The single-occupant automobile produces more air pollution and uses land and natural resources more inefficiently than any other of San Francisco's transportation modes. These environmental costs become more prohibitive as the volume of automobile traffic increases. With congestion comes slower travel times, less productivity and mounting frustration for drivers -- as well as for transit riders, pedestrians and bicyclists -- not to mention worsened air quality and more wasteful consumption of resources..

A basic assumption of the Transportation Element is that a desirable living environment and a prosperous business environment cannot be maintained if traffic levels continue to increase in any significant way. A balance must be restored to the city's transportation system, and various methods must be used to control and reshape the impact of automobiles on the city. These include improving and promoting public transit, ridesharing, bicycling and walking as alternatives to the single-occupant automobile; limiting the city's parking capacity, especially long-term parking in commercial areas; directing major traffic movements to certain routes; and limiting the vehicular capacity of the city's streets and highways.

Finally, the city must accept a certain level of congestion as inevitable. While it is an undeniable problem, congestion is also an indication that a community has such strong attractions that people are drawn to it in spite of the problem. Congestion is also a means of controlling traffic growth: it ultimately regulates itself. The goal of a balanced transportation system is to minimize congestion while providing attractive alternatives for those who, in consideration of cost, ability, convenience and/or personal preference, choose not to drive automobiles in San Francisco.



Building on a Tradition of Alternatives to the Automobile

A balanced, multi-modal transportation system, including public transit, ridesharing, automobiles, bicycles and pedestrians, is necessary not only for a high quality of life, but also to maintain the economic well-being of the community. Without this balance, the congestion, pollution and scale of development oriented to the automobile instead of human beings would take their toll on the viability and renowned character of San Francisco's commercial and residential districts. They could also result in the penalties that may be assessed by regional governmental agencies such as the Air Quality District when these conditions are not brought into compliance with established standards.

In this respect, San Francisco's traditional reliance on walking, public transportation and other modes for both work and non-work trips has paid off. San Francisco has a considerable and comprehensive variety of transportation alternatives, and commercial and residential districts well-known for their attractiveness and agreeable, walkable character. The amount of land and resources that are devoted to accommodating the automobile is much lower than in other communities in California, allowing for a downtown whose accessibility, compactness and efficiency of land uses and services contribute greatly to its market strength.

In 1992, surveys of automobile and transit use in San Francisco showed the city, unique among all other cities in the Bay Area, was in compliance with the

standards set by the Air Quality District for 1999. Therefore, the District determined that San Francisco did not need to develop either a trip reduction ordinance or additional employer programs to reduce automobile commuting, saving the city and its large employers from costs and penalties that would have otherwise applied. The air quality in San Francisco and the nine-county Bay Area has been maintained above all applicable federal standards of pollutants, such that in 1995 the Bay Area became the only large metropolitan area in California to be designated as an Attainment Region by the Environmental Protection Agency. This designation removes the threat of relevant federal sanctions in San Francisco and the Bay Area, removes administrative burdens on its industries, and relieves them from imposition of more extreme emission controls.

The long-standing transportation policies of San Francisco must be reviewed and updated as the city continues to be shaped by technology, economics, demography and natural forces. Nevertheless, these policies have served the city well, and helped position the city and region as a model for other metropolitan areas to emulate. Clearly, the future of the high quality of life and strong market appeal of doing business in San Francisco depends on the success of maintaining and enhancing its balanced, multi-modal transportation system.

HISTORY OF TRANSPORTATION IN SAN FRANCISCO

Pre-1906

The development of early San Francisco was strongly influenced by geography. Constrained by the bay, ocean and hills, the city had a limited capacity for expansion. It grew from the northeast waterfront west toward the Presidio and south to Mission Dolores. Public omnibus service was introduced in 1852, followed by horse-drawn cars. The cable car was invented in 1873 to climb the downtown hills, and the first streetcar began operation in 1890. An efficient system of ferries connected San Francisco to Oakland and the continental railway across the bay. Due in part to the city's small size, the geographic constraints, and to the



rapid increase in population in the last decades of the nineteenth century, San Francisco became "built out" very quickly in comparison with most other cities on the West Coast.

The Automobile Age 1906-1960

In the period of downtown reconstruction after the 1906 earthquake, the outer areas of San Francisco developed rapidly. The construction of the Stockton Street, Twin Peaks and Sunset streetcar tunnels between 1914 and 1927 opened areas for development that had been constrained by topography. Regional transportation connections to San Francisco were improved as the Southern Pacific Railroad Bayshore bypass (1908) skirted San Bruno Mountain for quicker access to the Peninsula, and the San Francisco-Oakland Bay Bridge (1936) and the Golden Gate Bridge (1937) linked the city to the East and North Bay. The Bay Bridge accommodated auto traffic as well as the Key System interurban trains that ran on the lower level of the bridge between San Francisco's Transbay Terminal and the East Bay, but the opening of these bridges ultimately encouraged the use of the automobile. The automobile's new popularity led to the demise of the ferry operations and later, the Key trains themselves.

The automobile soon became the dominant means of transportation in San Francisco and the Bay Area. The construction of the Bayshore and other highways, the bridges and tunnels brought a much wider range of communities throughout the Bay Area within commuting distance to San Francisco. The auto-

mobile also facilitated the development of outlying portions of the city that were not accessible to, or well-served by, the existing public transit network, such as Twin Peaks and Diamond Heights. However, most of the city's streets had been designed for street and cable car railways, not the automobile. Burdening the street system resulted in parking shortages and growing congestion.

The popularity of the automobile also contributed to the decentralization of the Bay Area. San Francisco's 1948 Trafficways Plan proposed an elaborate network of eight freeways crossing San Francisco and a second bridge parallel to the Bay Bridge to close the gaps in the regional highway system and to respond to growing traffic congestion, which was most severe in the inner cities. Many of the traditional city centers in the Bay Area, such as Oakland and San Jose, experienced severe decentralization as regional shopping centers and new office and industrial parks were developed in suburban communities, and San Francisco's pre-eminence as the region's employment and retail center diminished significantly. As these development trends were spurred by the automobile rather than transit, the automobile soon became the primary means of commuting in the region. This in turn spurred more decentralization and the decline of public transit ridership.

The Freeway Revolt and "Transit First" (1960-1989)

City residents and politicians protested the proposed 1948 Trafficways Plan, fearing that it would destroy the city's livability and character. This response, known as the "Freeway Revolt", led to the deletion of the Western, Park Presidio and Crosstown freeways and, in 1959, the suspension in mid-construction of both the Embarcadero and Central Freeways. The ugliness and intrusiveness of these freeways, and the increased automobile traffic they attracted, encouraged the Board of Supervisors to further reject new alternatives in 1966 for cross-town freeway connections, permitting only the construction of the Southern Freeway (I-280).



Instead of relying on freeways to met its transportation needs, the city sought to place greater emphasis on mass transportation. In 1973, the San Francisco City Planning Commission and Board of Supervisors adopted the "Transit First Policy", giving top priority to public transit investments as the centerpiece of the city's transportation policy and adopting street capacity and parking policies to discourage increases in automobile traffic.

Regional and local mass transit diversified and expanded during the 1970's and 1980's. Proposed in 1957, the Bay Area Rapid Transit System (BART) began East Bay and West Bay service in 1972-3, and transbay service in 1974. Commuter ferry service was reinstated between Marin County and San Francisco in 1970. The Golden Gate Bridge Highway and Transit District and SamTrans took over and expanded the Greyhound commuter bus operations in the North Bay (1972) and on the Peninsula (1974), respectively. In 1980, the California Department of Transportation took over the Southern Pacific commuter rail service on the Peninsula (and renamed it CalTrain), and in 1992 the operation of CalTrain was assumed by a Joint Powers Board representing San Francisco, San Mateo and Santa Clara Counties. The San Francisco Municipal Railway (Muni) upgraded its surface streetcar operation to a surface and subway light-rail network in

1979. By the time of the 1989 Loma Prieta Earthquake, public transportation in San Francisco was a diverse, though not seamlessly coordinated, system of regional and local bus service, electric trolley buses, ferries, commuter trains, heavy and light rail transit, and cable cars. After decades of poor coordination and large service gaps between different transit systems, great strides were made in linking and facilitating transfers between local and regional transit services. Muni and BART introduced the "Fast Pass" allowing unlimited trips and free transfers between the two systems for trips made in San Francisco during one month. Plans were drawn for the Muni Metro extension to Mission Bay, connecting CalTrain to Muni Metro and BART, and for the F-line connection between BART/Muni Metro, Upper Market, the Northern Waterfront, the Transbay Terminal and the Ferry Building.

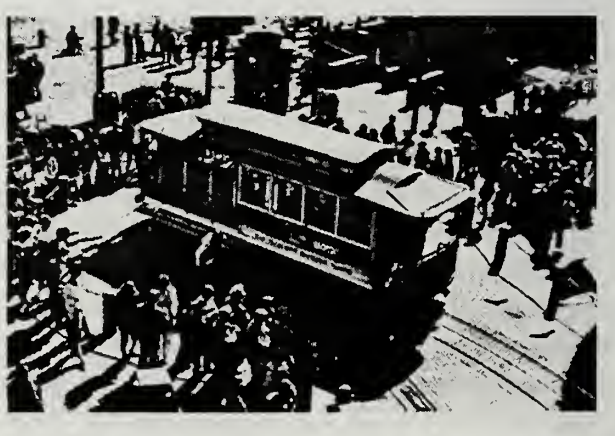
Nevertheless, decentralization of the Bay Area continued, making it difficult for mass transit to meet the needs of residents and commuters traveling to the outlying, suburban parts of the region. Manufacturing continued to diminish in importance as a sector of San Francisco's economy, which was becoming more dominated by such office sectors as finance, administration and service. Much of the growth in the industrial and manufacturing sectors of the Bay Area's economy occurred in the East and South Bay. The Port of Oakland, already at an advantage because of its proximity to multiple railheads and servers, assumed a greater share of the Bay Area's waterfront traffic after it had adapted to cargo containerization, and the Port of San Francisco's Belt Line Railroad became obsolete and was eventually dismantled.

Loma Prieta and Changing Legislation Post-1990

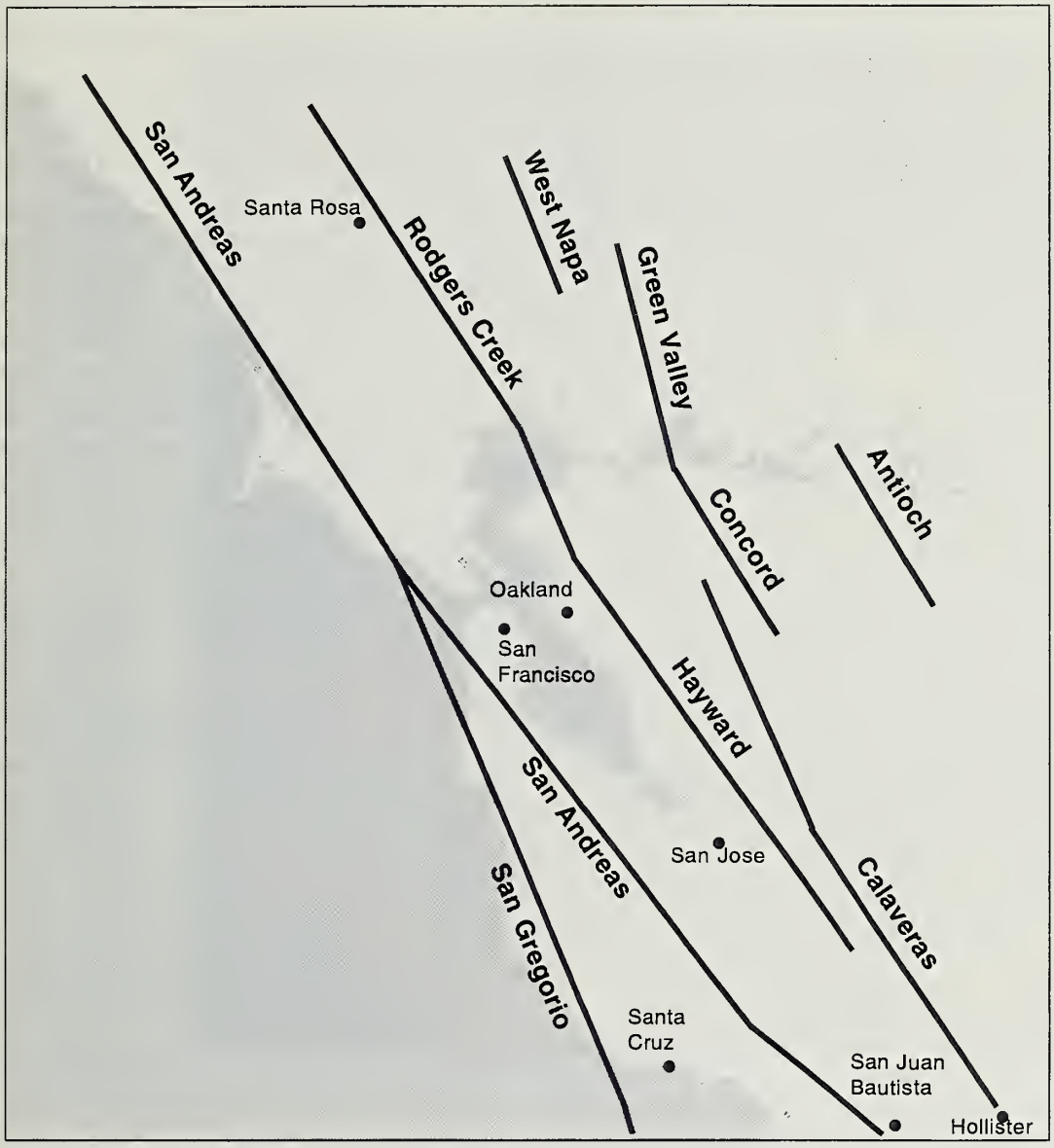
Due to the damage from the 1989 earthquake, the Embarcadero Freeway, the Terminal Separator Structure, and portions of the Central Freeway were razed. The city has taken official positions not to replace these structures, deferring to both the legacy of the Freeway Revolt and the "Transit First" policy. Twenty years after the policy was adopted, its implementation appears to be a success: nearly all of the substantial growth in commuter travel to and from the Financial District since 1970 has been accommodated on transit. The aftermath of the earthquake, particularly the temporary closure of the Bay Bridge, renewed a reliance on public transportation. New ferry service to the East Bay and expanded BART and CalTrain service continue to attract riders well after the bridge was reopened.

The benefits of San Francisco's investment in alternatives to the single-occupant vehicle extend beyond its relatively clean air and stabilized traffic congestion. The high transit modal split fostered over the twenty years by official city policy positioned San Francisco, unique among California cities in 1993, in compliance with the requirement of the State Clean Air Act to initiate a Trip Reduction Ordinance, thereby exempting many of the city's employers from burdensome regional regulations.

San Francisco's tradition of promoting alternatives to the automobile serves the city well in light of the passage of the Intermodal Surface Transportation Efficiency Act in 1991. This Act signaled the federal government's new emphasis on funding transportation projects with a multi-modal emphasis.



These and other recent, fundamental changes in the objectives and means of planning transportation at all levels of government provide an unprecedented opportunity for the City of San Francisco and the Bay Area. This Transportation Element establishes the following objectives and policies in recognition of this opportunity and the importance of managing transportation in the preservation and enhancement of the Bay Area's high quality of life.

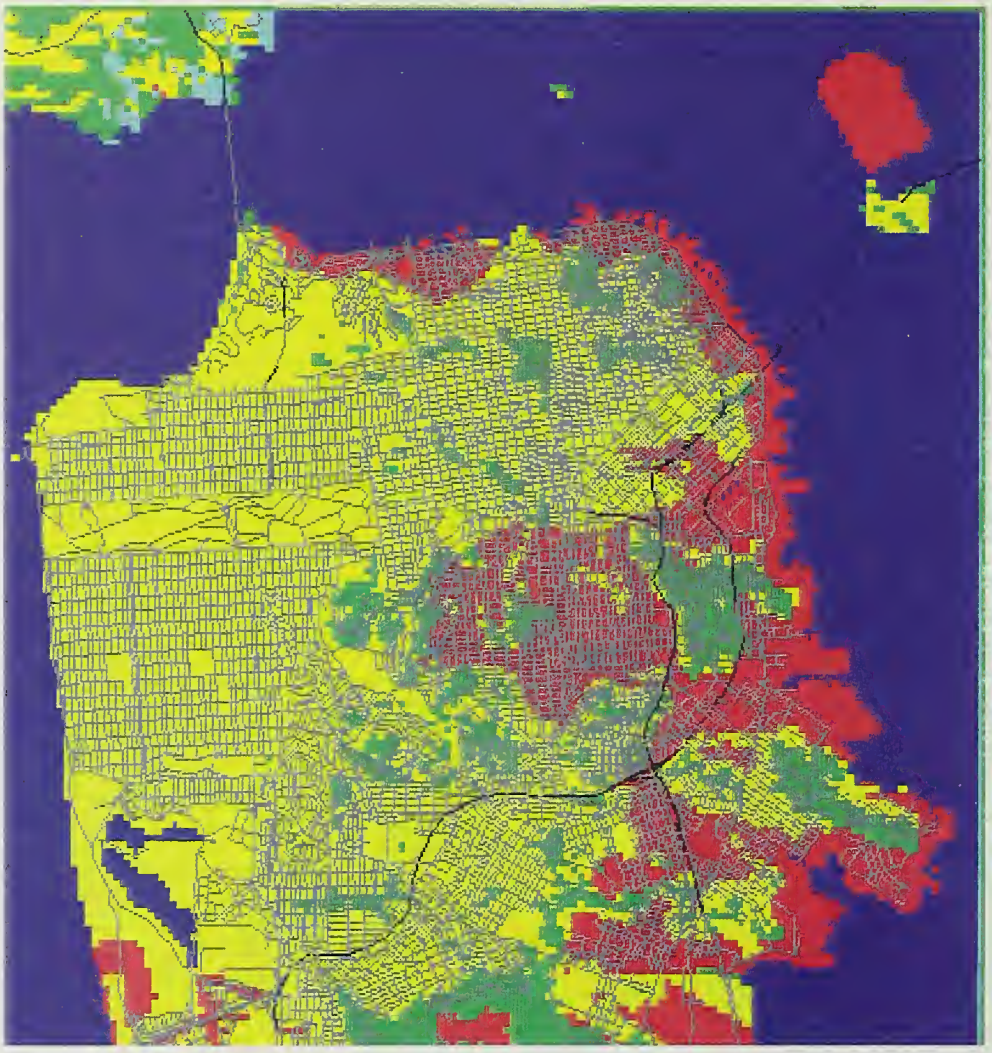


Map 1
Bay Area Earthquake Faults

GROUND SHAKING

Most earthquake damage comes from ground shaking. Ground shaking occurs in all earthquakes. All of the Bay area and much of California are subject to some level of ground shaking hazard. The impacts of ground shaking will be quite widespread. The severity of ground shaking varies considerably over the impacted region depending on the size of the earthquake, the distance from the epicenter of the earthquake, the nature of the soil at the site, and the nature of the geologic material between the site and the fault.

Intensity maps for two of the most probable earthquakes, magnitude 7 on the San Andreas fault, and magnitude 7 on the northern segment of the Hayward fault, are shown on Map 2 and Map 3. A comparison of these maps shows that the intensities of ground shaking will vary considerably throughout the City



SHAKING INTENSITY

San Andreas Earthquake
Peninsula Segment
Magnitude = 7.1
Modified Mercalli Intensity
Damage Level

- X - Extreme
- IX - Heavy
- VIII - Moderate
- VII - Nonstructural
- VI - Objects Fall
- V- Pictures Move

Source: ABAG. 1995
On Shaky Ground
The map is intended for planning only. Intensities may be incorrect by one unit higher or lower.
Current version of map available on Internet
http://www.abag.ca.gov

Map 2

Ground Shaking Intensity, Magnitude 7.1 earthquake on the Peninsula segment of the San Andreas fault

GENERAL

OBJECTIVE 1

MEET THE NEEDS OF ALL RESIDENTS AND VISITORS FOR SAFE, CONVENIENT AND INEXPENSIVE TRAVEL WITHIN SAN FRANCISCO AND BETWEEN THE CITY AND OTHER PARTS OF THE REGION WHILE MAINTAINING THE HIGH QUALITY LIVING ENVIRONMENT OF THE BAY AREA.

The city's first responsibility in the planning and operation of its transportation system is to provide the mobility necessary to its residents in pursuing a wide range of opportunities for work, education, recreation and contact with others. The city must also provide for the many persons who come to San Francisco for work and pleasure and who contribute to the life of San Francisco.

Residents and visitors present a formidable array of demands for transportation services and facilities. Since all transportation facilities must by their nature be shared, at least in part, the transportation system can meet individual and special needs only to a limited extent. A balance must be struck between the ultimate goal of providing convenient travel for all people to their desired destinations and the monetary and environmental costs that such a transportation system might incur.

POLICY 1. 1

Involve citizens in planning and developing transportation facilities and services, and in further defining objectives and policies as they relate to district plans and specific projects.

Citizen involvement in all planning is essential. At least three different levels of citizen participation can be recognized in transportation planning. First, citywide participation is required for decisions on citywide problems, policies, and facilities. Almost all major improvements have citywide implications and should be subject to citywide, perhaps regional, discussion and debate. Members of community groups as well as advocacy groups representing relevant issues and viewpoints should be included. Second, most citywide facilities have some special impact on a particular part of the city, and therefore affect the residents and businesses in that area. Residents should participate actively in the specific design of these facilities, even though some of the basic decisions have been made on a citywide basis. Third, some improvements and changes have only very localized impacts and, in such cases, the owners and residents of the affected properties should be directly involved in planning decisions.

POLICY 1. 2

Ensure the safety and comfort of pedestrians throughout the city.

Safety is a concern in the development and accommodation of any part of the transportation system, but safety for pedestrians (which includes disabled persons in wheelchairs and other ambulatory devices) should be given priority where conflicts exist with other modes of transportation. Even when the bulk of a trip is by transit, automobile or bicycle, at one point or another nearly every person traveling in San Francisco is a pedestrian.

POLICY 1. 3

Give priority to public transit and other alternatives to the private automobile as the means of meeting San Francisco's transportation needs, particularly those of commuters.

In order to maintain a desirable living and business environment in San Francisco, the use of mass transit, ridesharing, walking and bicycling must assume a high priority to ensure mobility for commuters and residents alike. Mobility is ideally provided by a well-connected, multimodal system, but where a choice must be made to either provide public transit or accommodate the private automobile, public transit should receive the priority, consistent with the city's Transit First policy.

POLICY 1. 4

Increase the capacity of transit during the off-peak hours.

The capacity of the city's transportation system can be used more efficiently by spreading work trip arrival and departure times over a longer period. This could be achieved by such administrative devices as staggering work hours, encouraging shoppers and visitors not to travel during peak hours, altering school hours, and implementing differential bridge tolls. For the streets and highway system, this could mean less congestion, less automobile emissions and a diminished necessity for high capacity freeways. However, the frequency of service and the capacity of the city and regional transit systems must be increased in these off-peak hours if transit is expected to be a primary means of travel in and around San Francisco.

POLICY 1. 5

Coordinate regional and local transportation systems and provide for interline transit transfers.

Transportation facilities are interdependent, and efforts should be made to ensure an efficient system by coordination of local and regional efforts. The regional and local transit systems must be closely linked to provide for transfers. Similarly, regional highways and freeways must be integrated with the local street system. Costly mistakes and service redundancies can be avoided by advance planning and agreement among the many agencies involved in transportation planning affecting San Francisco and the Bay Area.

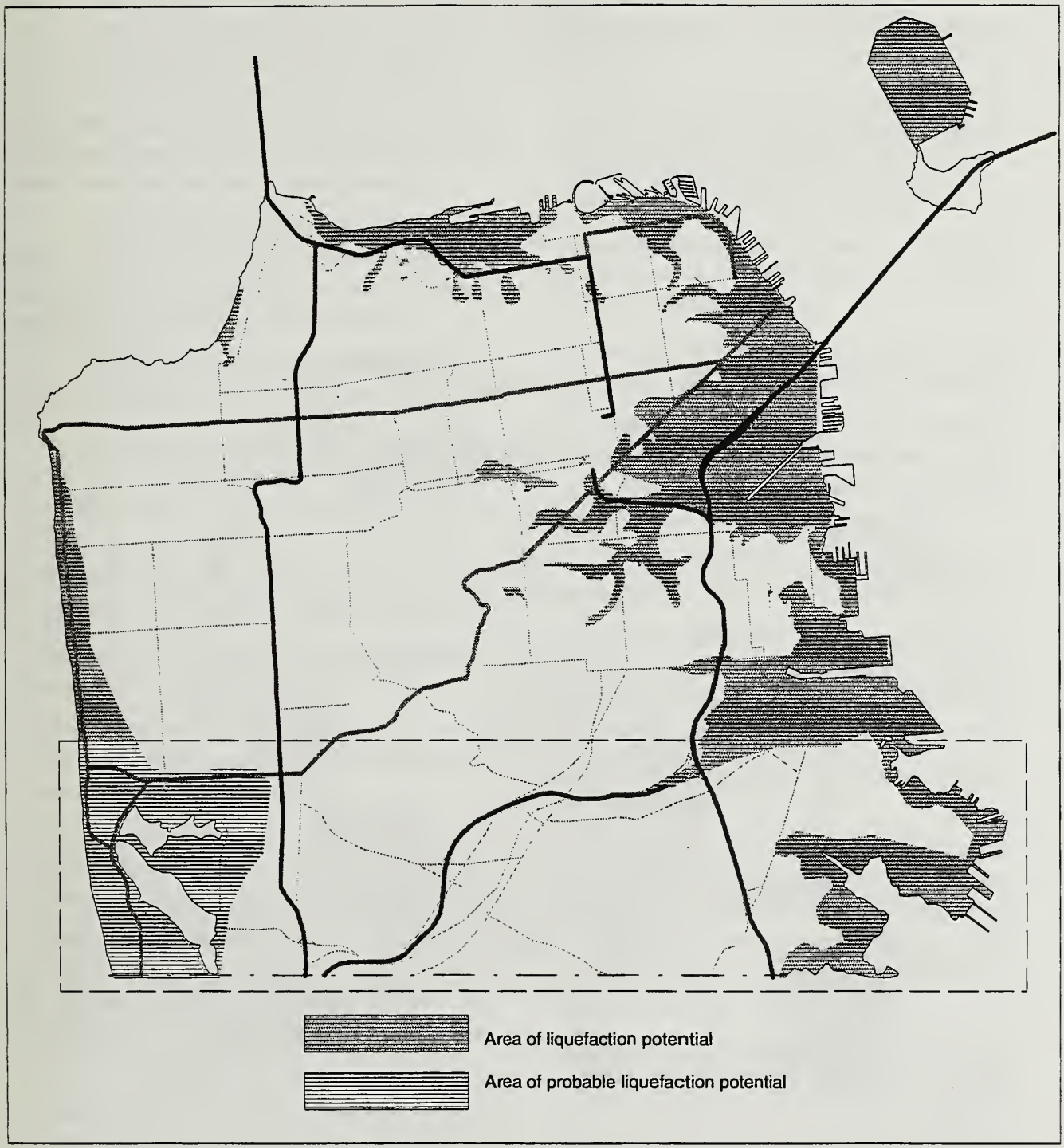
All transit operators should provide free transfers between routes for travel within the city, although fare increments are justified for travel outside the city. A transfer arrangement should be made among BART, AC Transit, the ferries and Muni and other systems to allow for trips outside the region at a reasonable incremental cost. To further enhance coordination, bicycles should be accommodated on all regional public transportation systems.

POLICY 1. 6

Ensure choices among modes of travel and accommodate each mode when and where it is most appropriate.

San Francisco and the Bay Area have various means of travel: automobile, bus, streetcar, walking, taxi, cable car, ferry, railroad, BART and bicycling Flying is occasionally used as a means of intra-regional travel. Each mode of travel has special advan-





Map 4
Seismic Hazards Study Zones - Areas of Liquefaction Potential

Sources: *San Francisco North Quadrangle, California Department of Conservation Division of Mines and Geology, 1997.*
San Francisco South Quadrangle, URS/John Blume and Associates, 1974.



Areas of potential landslide hazard

Map 5

Areas Susceptible to Landslides

Sources: URS/John Blume & Associates, 1974.
Treasure Island, Treadwell and Rollo, 1995

tages or disadvantages for certain types of trips and for certain origins and destinations. The least costly or most convenient means to satisfy travel demand is not necessarily the best investment in the context of comprehensive planning: cost or convenience must usually be balanced against effects on the environment and impact on land use and development patterns.

The following conditions listed under each mode choice are not mutually exclusive, and may apply to more than one travel mode, especially when the modes are compatible with each other:

Mass transit should be given priority for the following kinds of trips and/or in the described areas:

- For work trips generally within and to San Francisco, and to other densely developed parts of the region, especially to all major employment centers.
- For intercity trips between core areas of major cities and for travel to core areas in general.
- For trips occurring generally during periods of high travel demands.
- Where demand for travel between any two or more relatively compact or densely developed areas is high.
- In areas and around institutions where large numbers of people with limited means or low automobile ownership reside or arrive at a destination.
- Where travel demand exceeds the capacity of an area to absorb more vehicular traffic without substantial environmental damage or where further capacity for automobile movement or storage is very costly.
- Where required or useful to stimulate development.
- For trips to major recreation areas and to sports, cultural and other heavily attended events.
- For trips to neighborhood commercial districts, especially those that do not contain many automobile-oriented uses.

Automobiles should be accommodated for making the following kinds of trips and/or in the described areas:

- For trips occurring when and where transit is not well-suited for the purpose, such as shopping for oversized or bulk items (as an alternative, retail delivery services should be encouraged.)
- For intra-regional trips outside the major cities and for intercity trips between non-core areas of the major cities.
- Where business travel requires the use of an automobile for short-term and intermittent trips.
- On streets having the capacity to absorb additional vehicular traffic as an alternative to freeway construction without substantial environmental damage or conflict with land uses.

Walking should be given priority for the following kinds of trips and/or in the specified areas:

- In parks, on trails and in other recreational areas, and where the enjoyment of slow movement and the preservation of the natural environment would be severely compromised by automobile traffic.
- For work trips generally within San Francisco, especially the downtown area.
- Where concentration of activity is high, particularly where streets are narrow and the intervening distances are short, that more convenient access among interrelated activities may be achieved by walking or limited distance people-movers than by other modes.
- In areas and around institutions where large numbers of people with limited means or low automobile ownership reside or arrive as a destination.
- Where travel demand exceeds the capacity of an area to absorb more vehicular traffic without substantial environmental damage or where further capacity for automobile movement or storage is very costly.
- In neighborhood commercial districts, and where cultural and recreational facilities are clustered.

- Surrounding transit centers and along transit preferential streets, where the facilitation of pedestrian traffic is necessary to successful and safe transit operation.

Bicycling should be given priority for the following kinds of trips and/or in the specified areas:

- In parks, on trails and in other recreational areas, and where the enjoyment of slow movement and the preservation of the natural environment would be severely compromised by automobile traffic.
- For work trips generally within San Francisco, especially the downtown area.
- Where concentration of activity is high, particularly where streets are narrow and the intervening distances are short, that more convenient access among interrelated activities may be achieved by bicycling.
- In areas and around institutions where large numbers of people with limited means or low automobile ownership reside or arrive as a destination.
- Where travel demand exceeds the capacity of an area to absorb more vehicular traffic without substantial environmental damage or where further capacity for automobile movement or storage is very costly.

Taxis, water taxis, paratransit services and shuttles should be accommodated for the following kinds of trips and/or in the specified areas:

- Where there are concentrations of off-peak, nighttime commercial, recreational and cultural activity, particularly where that activity attracts a large proportion of tourists and is within a 5-minute taxi ride from Downtown.
- Shopping trips where the volume of purchased goods would make the use of public transit inconvenient or difficult.
- In residential areas, or near facilities and institutions where the facilitation of door-to-door trips is an absolute priority.
- Adjacent to regional transit connection points.
- Where the mode, such as a water taxi, affords a trip of special scenic quality.

Freight carriers and delivery vehicles should be accommodated for making the following kinds of trips and/or in the described areas:

- Where there are concentrations of industrial and manufacturing facilities that depend on the processing, delivery and/or shipment of large quantities of goods and freight.
- For the bulk movement of refuse and other materials which would become a nuisance and health hazard if stored or accumulated on site.
- For the loading and unloading of goods and freight at retail and commercial establishments.
- At the transfer points where bulk equipment, goods and freight exchange modes of travel, such as where land and water freight traffic interface.
- Along rail or truck routes specifically needed to accommodate the movement, both local and inter-regional, of the activities described above.
- In areas suited for the storage of bulk equipment, goods and freight.

POLICY 1. 7

Assure expanded mobility for the disadvantaged.

Expansion of opportunities for the poor and the underemployed for work, education and recreation depend to a large extent on the adequacy of the transportation system in serving their needs and on the cost of travel to them. The transportation system should be used in part as a tool for improving the situation of less advantaged residents by providing inexpensive and convenient service to areas of growing employment, as well as to educational institutions, medical services and recreation facilities.

POLICY 1. 8

Develop a flexible financing system for transportation in which funds may be allocated according to priorities and established policies without unnecessary restriction.

Flexibility in allocating funds is necessary for the maintenance and development of a multi-modal transportation system that is responsive to changing travel demands. Taxes and funds should not be restricted to a specific mode or type of improvement for long periods of time, as long as the re-allocations are consistent with the long-term goal of improving transportation. Financing should be available to all agencies that are concerned with transportation.

POLICY 1. 9

Develop a multi-modal emergency transportation plan for the city and encourage the development of complementary plans in the private and public sector, to provide for movement to and from emergency and health facilities from all areas of the city, and to and from the city and other Bay Area communities.

A system accommodating automobiles, surface transit, ferries and other water traffic, emergency aircraft, bicyclists and pedestrians, should be identified to ensure mobility and evacuation in face of a comprehensive variety of natural and man-made catastrophes. The extent of multi-modalism should reflect the possible scarcity of energy and fuel, and the potential disruption to existing infrastructure and rights-of-way.

OBJECTIVE 2

USE THE TRANSPORTATION SYSTEM AS A MEANS FOR GUIDING DEVELOPMENT AND IMPROVING THE ENVIRONMENT.

The use of a transportation system to guide the development and improvement of the city and the region is the necessary counterpart to its function in providing mobility for residents. The transportation system should be used to ensure more than the mobility of the people and goods it serves, it must also ensure the preservation or creation of desired activities and facilities for all sectors of the city's population and economy. The modes of transportation used, as well as the location of routes and design of the system, have a large influence on development patterns and the quality of the overall environment. Conversely, the use of land should support the function of the adjacent transportation facilities. Decisions concerning the location of large retail and employment centers, high-density housing and other projects that generate high volumes of traffic and transit ridership, should consider the impacts on the local and regional transportation system. This relationship between transportation and land use must be recognized in order to facilitate desirable change and to preserve what is good.

POLICY 2. 1

Use rapid transit and other transportation improvements in the city and region as the catalyst for desirable development, and coordinate new facilities with public and private development.

The development of an extensive network of rapid rail transit linking the major centers of the region is required if a regional, city-centered plan is to be achieved. Care must be taken to locate transit routes and development so that the transit system itself will encourage more intensive growth in both newly-planned and existing communities. Highways should also be located and designed to avoid encouraging scattered, unplanned patterns of growth that are not accessible by transit. Public and private improvements and developments should be coordinated with transportation projects in advance to ensure that advantage is taken of the opportunities afforded. Development should be regulated, however, so that it will be compatible with the policies of the General Plan.

POLICY 2. 2

Reduce pollution, noise and energy consumption.

Bicycling and walking, the quietest, cleanest and most energy-efficient forms of transportation,

should be promoted whenever possible. Gasoline- and diesel-powered automobiles and buses pollute the air, generate substantial noise and consume fossil fuel, in comparison with electric vehicles. The city has long been committed to transit powered by electricity, and this commitment has maintained a high level of environmental quality. Future city programming should work toward noise abatement ordinances and other noise control actions, both by administrative and operational means. For instance, where it is not feasible to use the existing electric transit vehicles, diesel buses should be replaced by quieter and less polluting transit vehicles. Another example is the placement of stop signs in relation to topography to avoid substantial noise caused by acceleration and deceleration.

POLICY 2. 3

Design and locate facilities to preserve the historic city fabric and the natural landscape, and to protect views.

Care must be taken to ensure that street and transit improvements are made to enhance the beauty and delicate fabric of the city and to protect views of the city, the bay, the ocean and the hills.

POLICY 2. 4

Organize the transportation system to reinforce community identity, improve linkages among interrelated activities and provide focus for community activities.

The manner in which the transportation system is organized may contribute to or undermine social and environmental stability. Through traffic routes should not split neighborhoods or pose insurmountable barriers to movement among them. Street design and location of automobile and bicycle parking should contribute to the establishment of pedestrian-oriented neighborhood centers where residents may congregate. Major transit and bicycle routes and specific transit feeder systems should be located to provide good access to and from neighborhood centers for nearby residents. Freight routes should have convenient access to industrial areas and to regional highway and rail systems, and should be designated to avoid conflicts with other types of traffic -- pedestrian, bicycle, commuter -- in the interest of safety and livability.

POLICY 2. 5

Provide incentives for the use of transit, carpools, vanpools, walking and bicycling and reduce the need for new or expanded automobile and automobile parking facilities.

Actions which make transit more convenient, economical and reliable should continue to be a high priority in San Francisco. For those work trips which cannot conveniently be made by transit or bicycle, carpooling provides efficient use of private vehicles and should be encouraged. Bicycling and walking should also be considered as important and appropriate modes of commuting. Transit fare subsidies, cash-out parking programs where parking is subsidized, transit fare discounts in place of parking validations and the provision of secure bicycle parking and shower facilities encourage the use of alternatives to the private automobile.

POLICY 2. 6

In conversion and re-use of inactive military bases, provide for a balanced, multi-modal transportation system that is consistent with and complementary to the planned land use and the local and regional transportation system.

The new land uses planned for inactive military bases must be examined to ensure that the transportation demands will be met. These demands must be considered on a local, citywide and regional scale in accordance with the scale of the proposed development and land uses. Any modifications to the existing transportation system serving the area should reflect the objectives and policies of this Element and other elements of the General Plan.

REGIONAL

OBJECTIVE 3

MAINTAIN AND ENHANCE SAN FRANCISCO'S POSITION AS A REGIONAL DESTINATION WITHOUT INDUCING A GREATER VOLUME OF THROUGH AUTOMOBILE TRAFFIC.

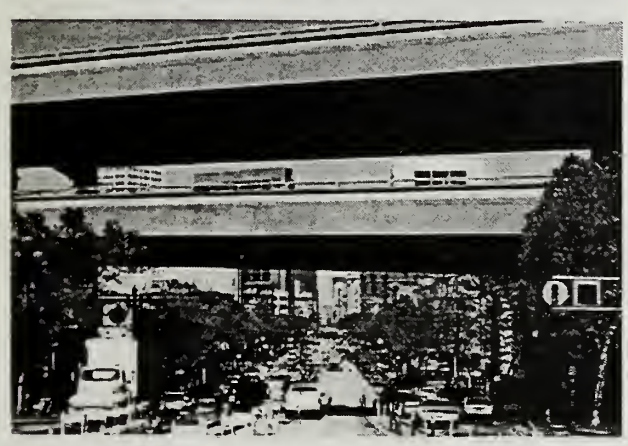
POLICY 3. 1

The existing capacity of the bridges, highways and freeways entering the city should not be increased for single-occupant vehicles, and should be reduced where possible.

Much of the existing street infrastructure and parking facilities within San Francisco are at capacity and cannot accommodate significant increases in automobile traffic. Managing the future transportation demand requires a balancing of travel modes, including a greater emphasis on public transit, ride-sharing, and other alternatives to single-occupancy vehicles. Congestion pricing on key freeways and bridges should be implemented to help achieve this end.

POLICY 3. 2

New elevated and surface freeways should bypass or terminate outside San Francisco, rather than pass through the city.



The space requirements, the questionable seismic soundness and the physically divisive effects of such freeway structures create significant problems in the city. Connections to any such freeway structures that are built outside the city should be made with at-grade arterials that are better integrated within the existing urban street system.

POLICY 3. 3

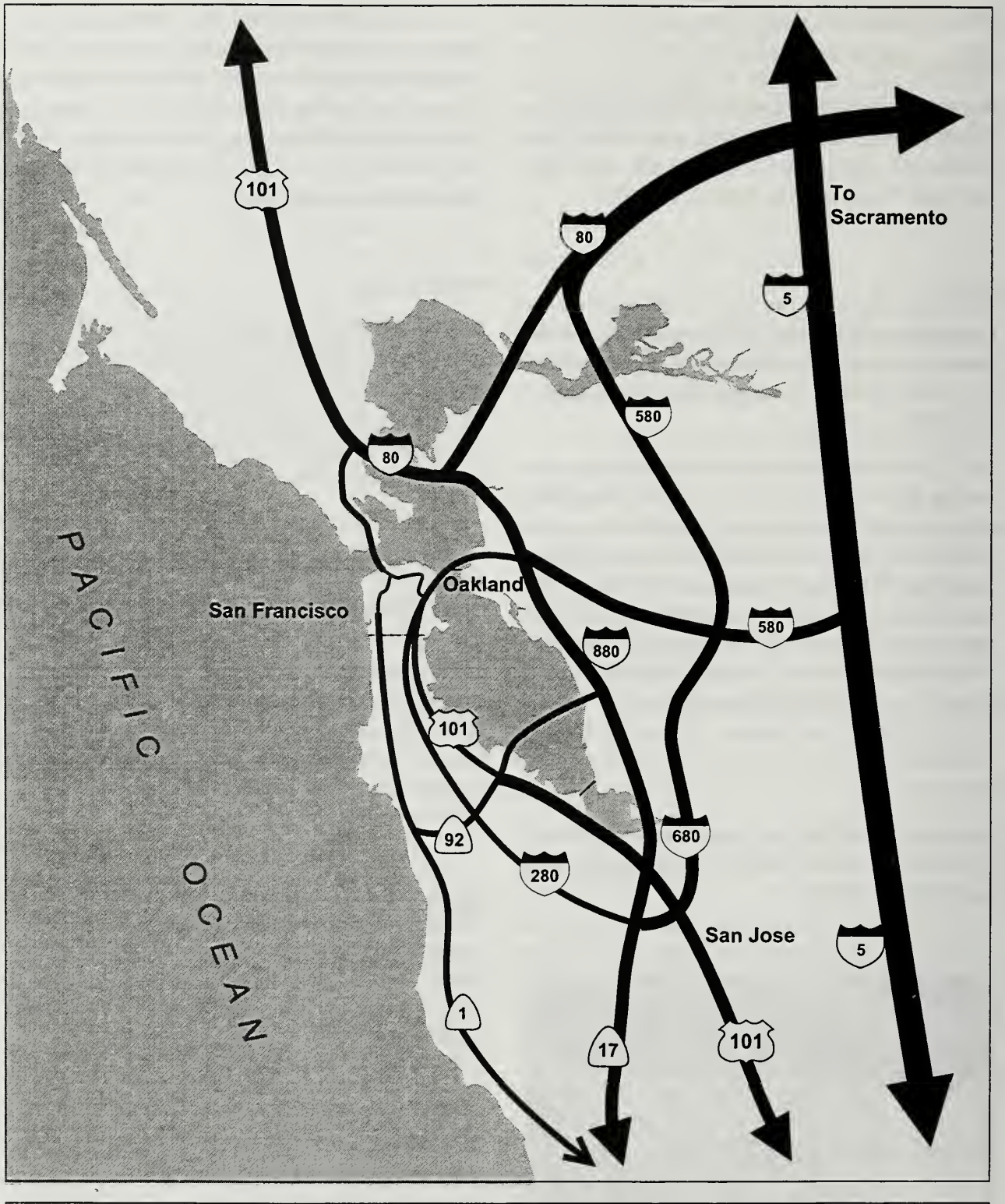
Develop and maintain an efficient system of arterials and thoroughfares to distribute traffic from regional freeways within and through San Francisco's street grid in conjunction with the Bay Region's nine-county Metropolitan Transportation System (MTS).

Unlike many of the Bay Area's newer arterials, many of San Francisco's streets designated for this function were originally designed as residential streets. Measures to calm traffic may be needed on some of these streets where traffic from the freeways travels at speeds that are dangerous and unsuited to the streets' residential function. Landscaping sidewalks and median strips, using sound-insulation materials on adjacent buildings and other buffering measures should be taken along these streets to mitigate the negative impacts of traffic.

POLICY 3. 4

Promote I-880, I-80 (East Bay), 101 (North of San Rafael), I-580, I-680 and I-5 as the principal freeways for through automobile traffic and freight truck traffic in the Bay Area and the state.

A few regional freeway segments in the city, such as 101/280 to the Bay Bridge and 101 across the Golden Gate Bridge, are necessary connections to the regional and state freeway system for residents of San Francisco and the northern parts of the Peninsula. However, these segments are often at capacity and cannot accommodate through traffic from a wider region as efficiently as the larger suburban freeway network.



REGIONAL FREEWAY NETWORK

Map 1

State Highway as surface street

Access to Intra-state Freeway Routes

Intra-state Freeway Routes

Inter-state Freeway

OBJECTIVE 4

MAINTAIN AND ENHANCE SAN FRANCISCO'S POSITION AS THE HUB OF A REGIONAL, CITY-CENTERED TRANSIT SYSTEM.

POLICY 4. 1

Rapid transit lines from all outlying corridors should lead to stations and terminals that are adjacent or connected to each other in downtown San Francisco.

No other city in the Bay Area is served with such a comprehensive, region-wide transit system. Transit riders traveling from one end of the region to the other often must make transfers in San Francisco, and would benefit from having transit terminals and stations located close together. Whenever possible, a regional transit corridor should continue through rather than terminate within downtown San Francisco in order to speed through trips and minimize the space needs for turnback and layover facilities in the downtown area.



POLICY 4. 2

Increase transit ridership capacity in all congested regional corridors.

Making transit an attractive alternative to the automobile is difficult in suburbs that were developed primarily for automobile access. Increasing the frequency and capacity of regional transit service makes transit more convenient, and is more cost-effective when automobile congestion provides its own incentive for riding public transit.

POLICY 4. 3

Where significant transit service is provided, bridges and freeways should have priority transit treatment, such as exclusive transit lanes.

Allowing transit to operate more freely in traffic, especially on freeways and bridges that are subject to traffic congestion, helps make them a more visible and desirable alternative to the automobile.

POLICY 4. 4

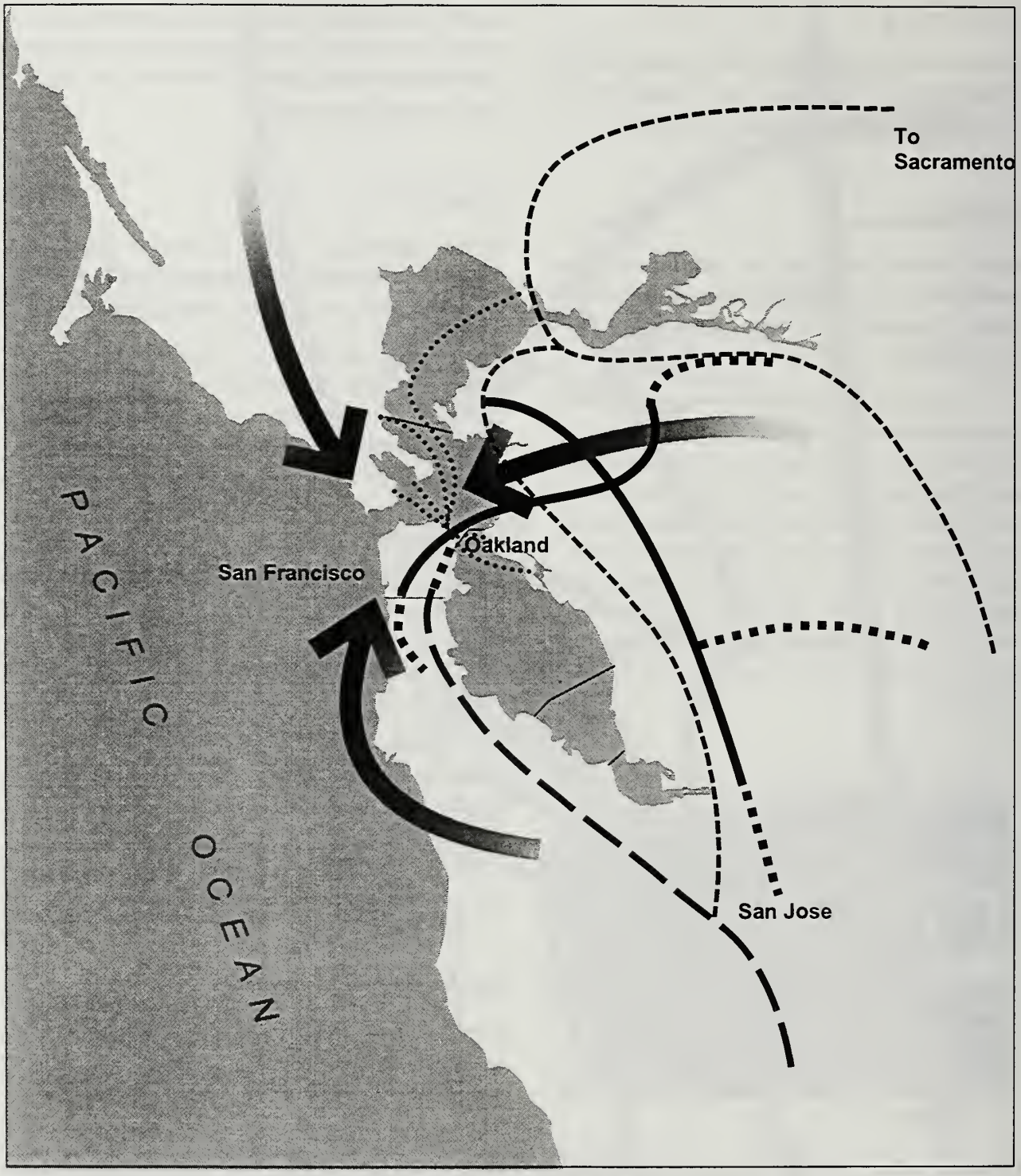
Integrate future rail transit extensions to, from, and within the city as technology permits so that they are compatible with and immediately accessible to existing BART, CalTrain or Muni rail lines.

Integration includes the physical transit facilities as well as the fare structure. Since a forced transfer from one transit system to another can be a significant deterrent to using transit, the greatest efforts should be made to make the transfer as convenient and uncomplicated as possible.

POLICY 4. 5

Provide convenient transit service that connects the regional transit network to major employment centers outside the downtown area.

Many people from outside San Francisco commute to places of work in San Francisco away from downtown. In addition, many San Franciscans commute to places of employment outside downtown or outside the city. While many take transit and rely on connections between local and regional transit, many drive and contribute to peak-hour traffic congestion. Improving the frequency, capacity and operating speed of local transit service from regional transit connec-



REGIONAL TRANSIT NETWORK

Map 2

- Regional Bus Transit Service
- BART
- CalTrain
- BART, CalTrain Extensions
- Ferries
- Amtrak Intercity



tions to large employment centers outside downtown will help make transit an attractive alternative to driving. Locating these large employment centers adjacent to high-capacity transit service is equally as important.

POLICY 4. 6

Facilitate transfers between different transit modes and services by establishing simplified and coordinated fares and schedules, and by employing design and technology features to make transferring more convenient.

Examples include providing links between transit platforms so that connections can be made directly, with a minimum of walking and entry/exit of fare areas. Monitors that announce arrivals, departures and the progress of transit vehicles and orientation maps should be installed to ease the uncertainty and anxiety of waiting passengers.

POLICY 4. 7

Locate outlying rapid transit stations close to the commercial and high-density residential districts and employment centers of each community.

Many outlying rapid transit stations are located adjacent to freeways and surrounded by large surface parking lots. This pattern of development discourages transit use for those who live in the central cities and come to the suburban areas to work, shop or visit. Locating outlying stations within easy walking distance to the central core of outlying towns makes transit a more viable means of arrival for more people, reinforces the traditional commercial town centers and, by being located in higher-density neighborhoods, also promotes commuting by transit to other communities for suburban residents. Consolidating surface parking into parking garages with other mixed-uses, accommodates automobile drivers who transfer to rapid transit while allowing more efficient and pedestrian-accessible use of land around the station.

POLICY 4. 8

Expand and coordinate the use of ferries, water taxis and other forms of water-based transportation with each other and with landside transportation in waterfront communities in San Francisco and across the bay, using San Francisco's Ferry Building as the main transfer point.

Water transit schedules and fares should be coordinated to accommodate riders making both local and regional trips. Water transit service should be coordinated with landside transit operators as well. The creation of a regional ferry consortium would provide a forum for ferry operators to share information, facilities and resources and to coordinate planning.



OBJECTIVE 5

SUPPORT AND ENHANCE THE ROLE OF SAN FRANCISCO AS A MAJOR DESTINATION AND DEPARTURE POINT FOR TRAVELERS MAKING INTERSTATE, NATIONAL AND INTERNATIONAL TRIPS.

POLICY 5. 1

Support and accommodate the expansion of San Francisco International Airport, while balancing this expansion with the protection of the quality of life in the communities that surround the Airport.

San Francisco International Airport is one of the world's busiest airports and is of importance to a region extending far beyond the boundaries of the Bay Area. Expansion is necessary for the airport and the Bay Area to maintain its viability and function in the growing Pacific Rim. Recognizing and balancing the airport's regional significance, the livability of adjacent communities and the economic forces driving airport expansion, a reduction of expansion impacts on the communities, such as the improvement of public transportation services, should be encouraged.

POLICY 5. 2

Develop direct transit connections from downtown to the Airport that will maximize convenience and minimize confusion for airport patrons.

The Airport is the port of entry for most tourists and businesspeople. Visitors who may be unfamiliar with the region and who have little free time seek convenience, simplicity and directness in making the trip from the airport to Downtown. Walking distances, transfers and waiting time should be kept to a minimum for airport patrons, who are often fatigued from traveling and burdened with luggage.

POLICY 5. 3

Encourage the development of a high-speed water transit system from the Airport to the Ferry Building and to Oakland Airport to improve the efficiency and flexibility of the Airport's role in accommodating large numbers of domestic and international air passengers.

Linking the Oakland and San Francisco airports with a rapid shuttle system will enable travelers to use the two airports as virtually a single facility and allow each more opportunity to specialize in distinct travel markets, such as intrastate, domestic and international flights. A link to the Ferry Building would provide travelers with direct access to a broad network of transit options throughout the region.

POLICY 5. 4

Encourage the use of public transportation and improve its services between the airport and all Bay Area communities, for airport employees as well as air passengers.

With the expansion of new airport facilities comes job growth and increased air passenger traffic. To minimize additional pollution and congestion in the airport vicinity, extensive programs to decrease the use of the private automobile for airport trips should be implemented in connection with the expansion of the airport facilities.

POLICY 5. 5

Develop high-speed rail that links downtown San Francisco to major interstate and national passenger rail corridors as the principle alternative to interstate air travel, and as the primary means to relieve air traffic congestion

The station should be integrated with the transit network of the city and region.

POLICY 5. 6

Secure a berth for cruise ships in an attractive location, well-served by public transportation, to enhance San Francisco as a recreational port destination.

OBJECTIVE 6

DEVELOP REGIONAL, MULTI-MODAL FACILITIES FOR THE EFFICIENT MOVEMENT OF FREIGHT AND GOODS

POLICY 6. 1

Designate expeditious routes for freight trucks between industrial and commercial areas and the regional and state freeway system to minimize conflicts with automobile traffic and incompatibility with other land uses.

POLICY 6. 2

Upgrade and modernize port facilities and landside operations and support transportation systems, responding to new technologies, to enhance the commercial significance of the Port of San Francisco and other Bay Area ports as a unified region competing with other ports on the West Coast.

POLICY 6. 3

Encourage the use of water transportation, such as freight ferries and shuttles, to facilitate the region-wide movement of goods and cargo.



Freight ferries, which are used to move freight across water between railheads and other waterfront intermodal freight facilities, help bridge gaps in the region-wide freight movement network. Other forms of water transportation, such as passenger ferries, may also be used to shuttle goods across the bay.

POLICY 6. 4

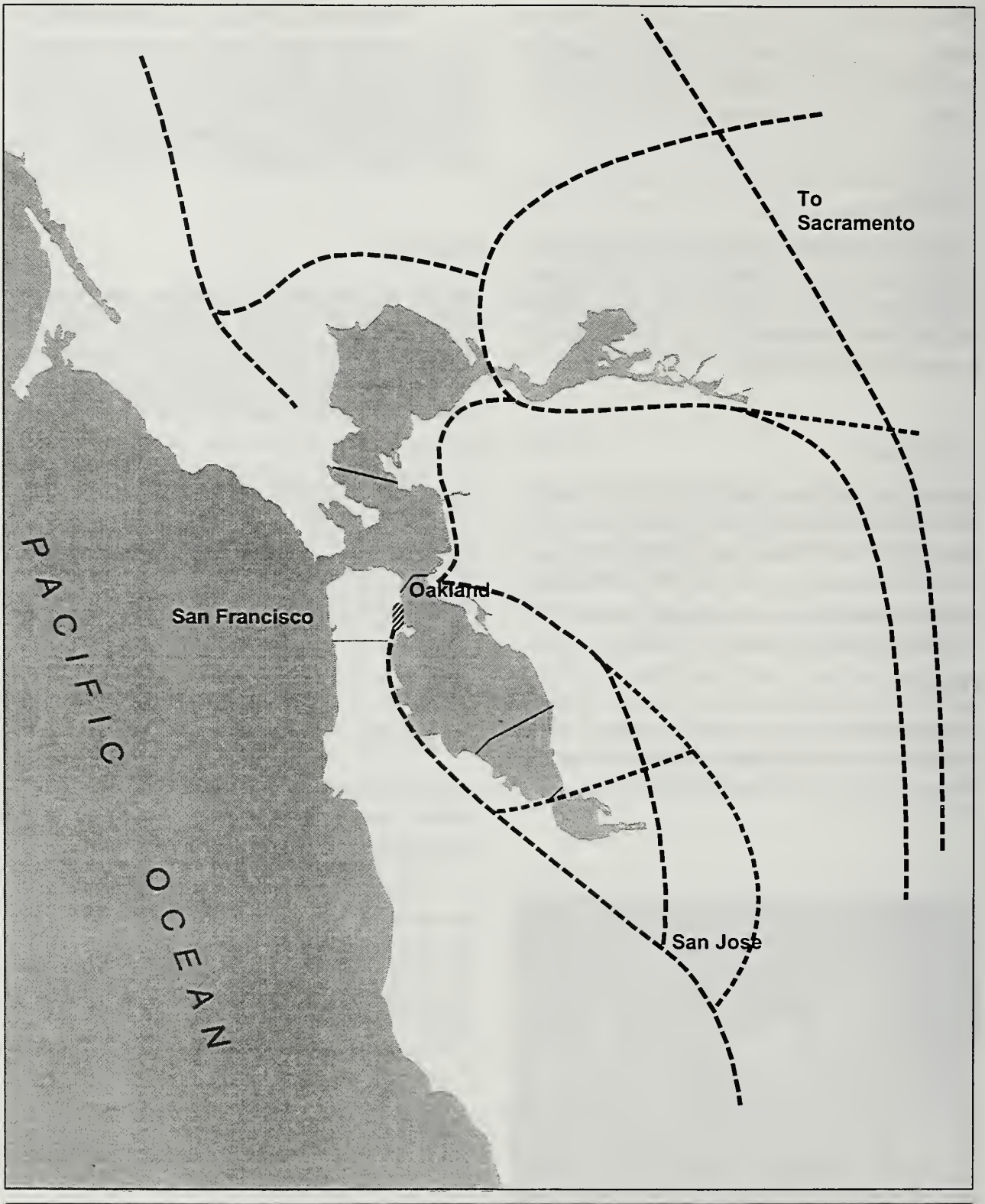
Identify new freight rail corridors and enhance existing ones to improve and shorten links between key freight distribution points in the city and the main interstate railroads and to minimize conflicts with pedestrian, street and passenger rail traffic.

The Dumbarton Bridge provides a shorter, more direct rail link to the East Bay than a route through the South Bay, and should maintain a freight rail function. Accommodating multiple rail servers in the city, particularly to the waterfront, offers more opportunities and better access for the movement of freight.

POLICY 6. 5

Develop the facilities and accessory transportation systems serving the Airport to accommodate its growing role as a freight distribution center.

Facilitating intermodal transfers to air travel includes the development of such support services as expanded small package and container handling facilities for landside and ferry services, and the reduction of congestion on freight traffic routes serving the airport.



FREIGHT RAIL MAP **Map 3**

Freight Rail Lines

Port of San Francisco

OBJECTIVE 7

DEVELOP A PARKING STRATEGY THAT ENCOURAGES SHORT-TERM PARKING AT THE PERIPHERY OF DOWNTOWN AND LONG-TERM INTERCEPT PARKING AT THE PERIPHERY OF THE URBANIZED BAY AREA TO MEET THE NEEDS OF LONG-DISTANCE COMMUTERS TRAVELING BY AUTOMOBILE TO SAN FRANCISCO OR NEARBY DESTINATIONS.

POLICY 7. 1

Reserve a majority of the off-street parking spaces at the periphery of downtown for short term parking.

POLICY 7. 2

Outlying transit terminals and adjacent commuter parking facilities of the regional transit systems leading to San Francisco should be well-marked and easily accessible from regional highways.

POLICY 7. 3

Maintain a supply of parking commensurate with demand at outlying intercept parking facilities that have good connections to transit and ride-sharing opportunities.

OBJECTIVE 8

MAINTAIN AND ENHANCE REGIONAL PEDESTRIAN AND HIKING ACCESS TO THE COAST, THE BAY AND RIDGE TRAILS.

POLICY 8. 1

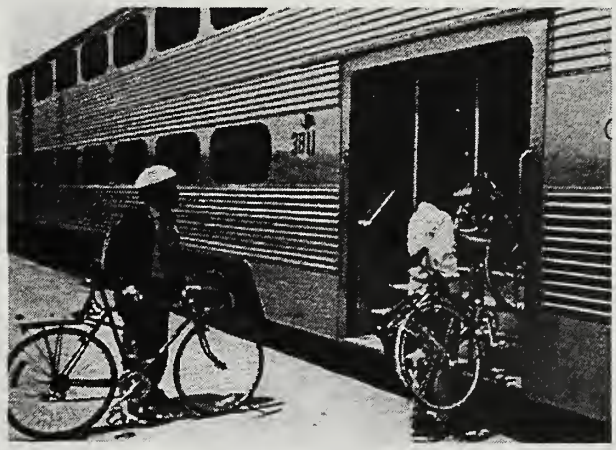
Ensure that the Coast Trail, the Bay Trail and the Ridge Trail remain uninterrupted and unobstructed where they pass through San Francisco.

POLICY 8. 2

Clearly identify the Citywide Pedestrian Network where it intersects with the Coast, Bay and Ridge Trails.

OBJECTIVE 9

IMPROVE BICYCLE ACCESS TO SAN FRANCISCO FROM ALL OUTLYING CORRIDORS.

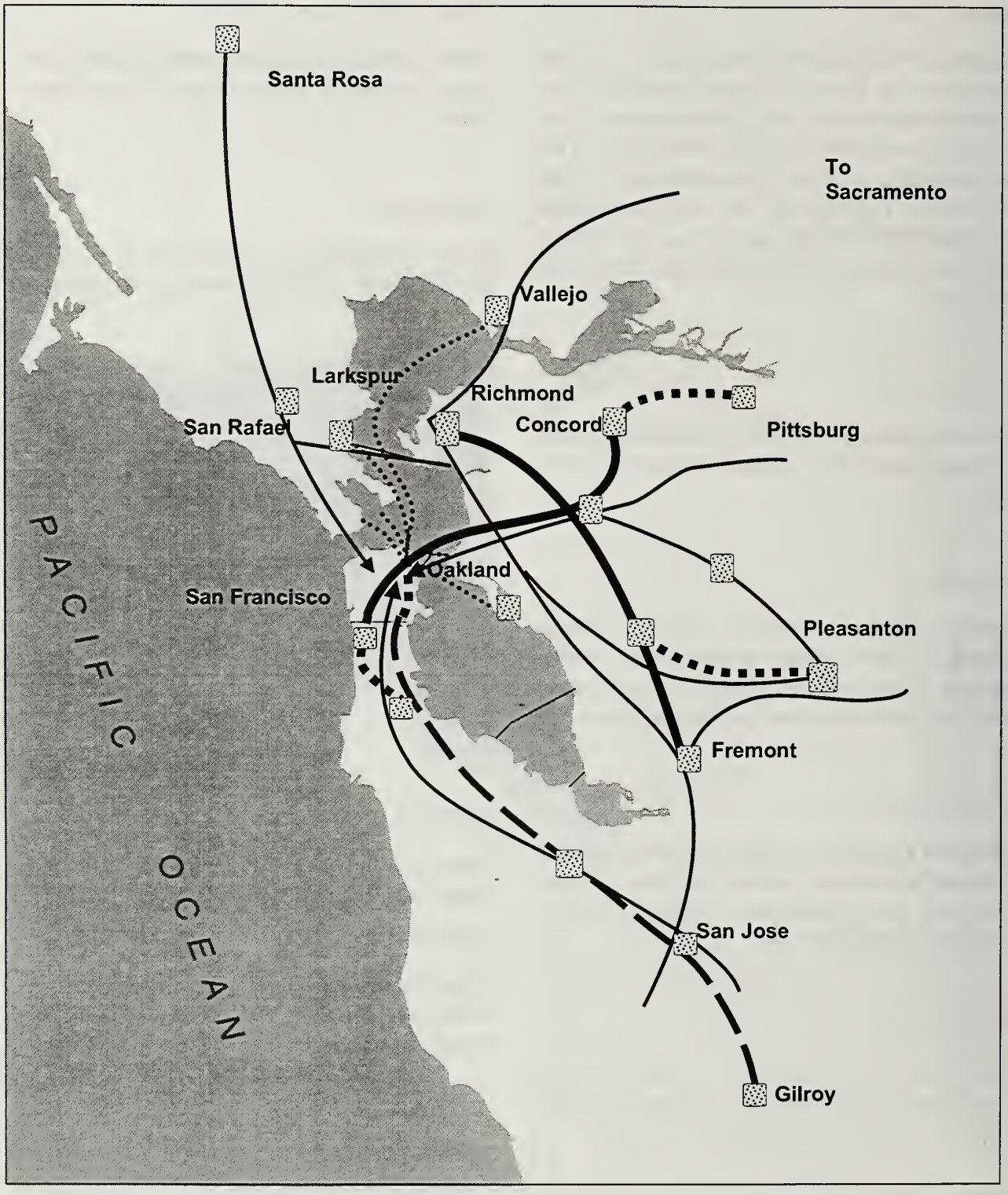


POLICY 9. 1

Allow bicycles on regional transit vehicles such as trains and ferries whenever practical.

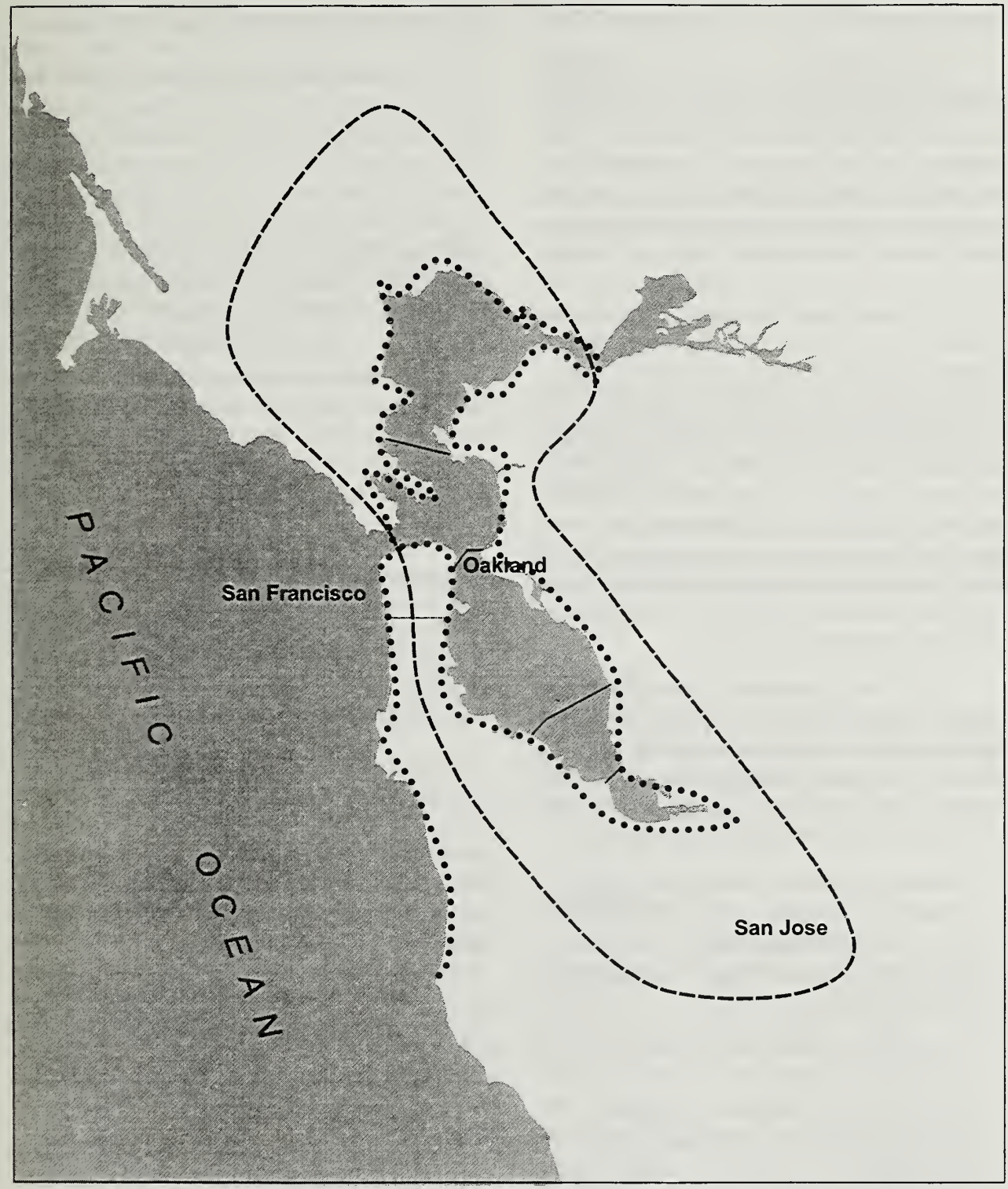
POLICY 9. 2

Where bicycles are prohibited on roadway segments, provide parallel routes accessible to bicycles or shuttle services that transport bicycles.



REMOTE PARKING PLAN **Map 4**

- Regional Bus Transit Service (AC, Golden Gate, SamTrans, etc.)
- BART
- Caltrain
- BART, CalTrain Extensions
- Ferries
- Remote Parking Concept: Existing and Future Opportunities



REGIONAL TRAILS PLAN **Map 5**

Ridge Trail

Bay, Coast Trail

CONGESTION MANAGEMENT

With the increase in complex commuting patterns created by decentralization and reverse commuting in the Bay Area, such problems as traffic congestion and deteriorating air quality have become more severe. State legislation requires that each urban county develop a Congestion Management Program to address these problems. Under the Program, all incorporated jurisdictions within each county are required to develop and implement a Trip Reduction Ordinance, which calls for employers to implement measures designed to reduce the total number of private automobiles. San Francisco recognizes that one effective way to reduce the number of single-occupancy vehicle trips is through a cooperative effort between local jurisdictions and both large and medium-size employers. In addition, the city recognizes that transportation involves the movement of people, rather than vehicles only. Methods of measuring the performance of the city's transportation system should reflect this concept.

The Transit First policy, adopted by the San Francisco Board of Supervisors in 1973, anticipated state and regional strategies to mitigate the problems of traffic congestion. In addition, three other transportation planning strategies are applied to identify and avoid potential transportation deficiencies:

- Transportation Demand Management (TDM) - a coherent set of policies and programs designed to improve the efficiency of the transportation system by managing the demand for transportation facilities and services;
- Transportation Systems Management (TSM) - the application of construction, operational and institutional actions to make the most productive and cost-effective use of existing facilities and services; and
- Parking Management - a set of measures designed to discourage the use of single occupant vehicles; parking availability is closely tied to pricing controls and preferential treatment of rideshare vehicles.

Transportation Performance Measures

In order to address deficiencies in the transportation system, which includes transit systems, streets, sidewalks and parking and loading facilities, decision makers rely on certain measurements of the system's performance. Traditionally, transportation performance was measured by the level of service at street intersections or the number of miles travelled per vehicle -- measures that dealt primarily with motor vehicles. However, these methods of measurement are not well-suited for measuring the performance of alternative modes of transportation to the automobile, such as transit, walking or bicycling. In San Francisco, these alternative modes are not only desirable, they are the primary means of transportation for many types of trips.

OBJECTIVE 10

DEVELOP AND EMPLOY METHODS OF MEASURING THE PERFORMANCE OF THE CITY'S TRANSPORTATION SYSTEM THAT RESPOND TO ITS MULTI-MODAL NATURE.

POLICY 10.1

Assess the performance of the city's transportation system by measuring the movement of people and goods rather than merely the movement of vehicles.

There are a variety of indexes that measure the comprehensive variety of travel modes in San Francisco better than Level Of Service or Vehicle-Miles of Travel, including Modal Split, Person Throughput, Accessibility (proximity of people to activities).

POLICY 10. 2

Employ performance measures that address the problems of transportation deficiencies.

Congestion in itself is better perceived as a problem when the specific results are considered, such as hours of delay and the volume of air pollution emissions.

POLICY 10. 3

Employ methods that are easily measured, understandable, and useful both for determining the level of deficiency and for comparing alternatives with existing forecasting tools.

As such, the measurements would be of greater value to decision makers, engineers and concerned community members.

POLICY 10. 4

Consider the transportation system performance measurements in all decisions for projects that affect the transportation system.

Transit First

The Transit First policy is aimed at restoring balance to a transportation system long dominated by the automobile, and improving overall mobility for all residents and visitors when reliance chiefly on the automobile would result in severe transportation deficiencies. It encourages multi-modalism, the use of transit and other alternatives to the single-occupant vehicle as modes of transportation, and gives priority to the maintenance and expansion of the local transit system and the improvement of regional transit coordination.

OBJECTIVE 11

ESTABLISH PUBLIC TRANSIT AS THE PRIMARY MODE OF TRANSPORTATION IN SAN FRANCISCO AND AS A MEANS THROUGH WHICH TO GUIDE FUTURE DEVELOPMENT AND IMPROVE REGIONAL MOBILITY AND AIR QUALITY.

POLICY 11. 1

Maintain and improve the Transit Preferential Streets program to make transit more attractive and viable as a primary means of travel.

The Transit Preferential Streets program includes measures to improve transit vehicle speeds and to minimize the restraints of traffic on transit operations.

POLICY 11. 2

Continue to favor investment in transit infrastructure and services over investment in highway development and other facilities that accommodate the automobile.

Every decision to direct expenditures toward improving congestion and parking conditions should first consider the improvement of transit operations.

POLICY 11. 3

Encourage development that efficiently coordinates land use with transit service, requiring that developers address transit concerns as well as mitigate traffic problems.

POLICY 11. 4

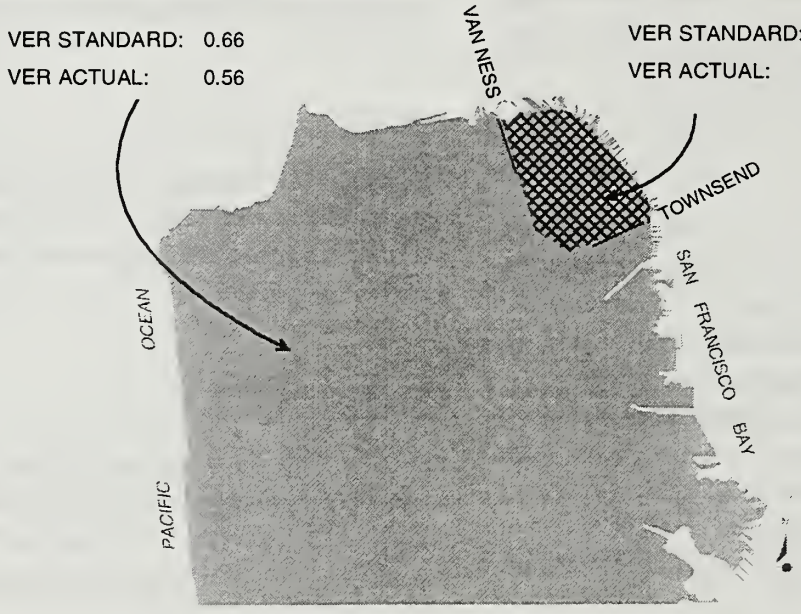
Encourage the development of one or more multi-service transportation outlets at transit-accessible locations for the sale of transit fare instruments and the provision of other kinds of trip information.

Convenience should be the primary factor in locating and operating the multi-service center. Transit patrons should be able to use the center without having to exit or enter faregates, and transit fare instruments should be made available for all modes of transit.

Transportation Demand Management

The purpose of Transportation Demand Management (TDM) is to reduce the number of private automobile trips and to bring about an overall reduction in automobile dependency through education, assistance and incentives. TDM strategies are most successful where they are integrated with land use policies and where the private and public sectors both assist individuals in managing their travel needs. The implementation and administration of these programs should be streamlined to ensure a maximum level of coordination between the public and private sectors.

The diagram below illustrates the ratio of vehicles to employees (VER) at workplaces of 100 or more employees. The lower the ratio, the fewer the number of vehicles brought to the workplace. The VER was obtained from a survey of two general areas of San Francisco: greater downtown and the rest of the city. Also shown are the VER standards set by the Bay Area Air Quality Management District (BAAQMD) for San Francisco. In comparison with the standards set for the city, and with the Bay Area as a whole, San Francisco has been successful in keeping its VER low. The TDM policies of this Element are intended to maintain and further San Francisco's accomplishments in promoting commuting alternatives to the private automobile. Also, TDM programs should be expanded from primarily downtown to large employers citywide.



Vehicle/Employee Ratio (VER)

(Motor) Vehicles per Employee at work sites in downtown (Superdistrict 1) and the remainder of San Francisco. The average VER for the Bay Area as a region in 1992 was .85. The lower the ratio, the fewer the number of vehicles brought to the workplace. As both areas in San Francisco are well below this ratio, and below the standards set by BAAQMD, the city was not required to prepare a trip reduction program or to submit employee surveys for the three-year period following -- unique among Bay Area jurisdictions.

OBJECTIVE 12

DEVELOP AND IMPLEMENT PROGRAMS IN THE PUBLIC AND PRIVATE SECTORS, WHICH WILL SUPPORT CONGESTION MANAGEMENT AND AIR QUALITY OBJECTIVES, MAINTAIN MOBILITY AND ENHANCE BUSINESS VITALITY AT MINIMUM COST.

POLICY 12. 1

Develop and implement strategies which provide incentives for individuals to use public transit, ridesharing, bicycling and walking to the best advantage, thereby reducing the number of single occupant auto trips.

Such strategies may include the provision of secure bicycle parking and shower facilities for bicyclists and walkers, subsidized transit passes, and "cash-out" parking programs for persons who do not drive to facilities where automobile parking is subsidized.

POLICY 12. 2

Build on successful efforts implemented at numerous private sector worksites, such as the downtown Transportation Brokerage Program and voluntary programs, and adapt such programs for application in new areas as appropriate.

POLICY 12. 3

Implement private and public sector TDM programs which support each other and explore opportunities for private-public responsibility in program implementation.

POLICY 12. 4

Encourage private and public sector cooperation in the promotion of alternative work programs designed to reduce congestion and the number of automobile trips.

Telecommuting and work-at-home programs can help achieve the desired traffic reductions. Flextime policies must include coordination with the provision of transit services to assure that an alternative work schedule does not result in an increase in the number of automobile trips.

POLICY 12. 5

Phase program implementation in a manner that is most cost effective, and most reasonable in terms of the availability of alternative travel modes and types of trips to be served.

POLICY 12. 6

Maximize the utilization of existing sources of revenue targeted or available for program implementation and monitoring to offset additional funding requirements.

POLICY 12. 7

Promote coordination between providers of transportation management services, where possible, to enhance the quality of individual programs.

POLICY 12. 8

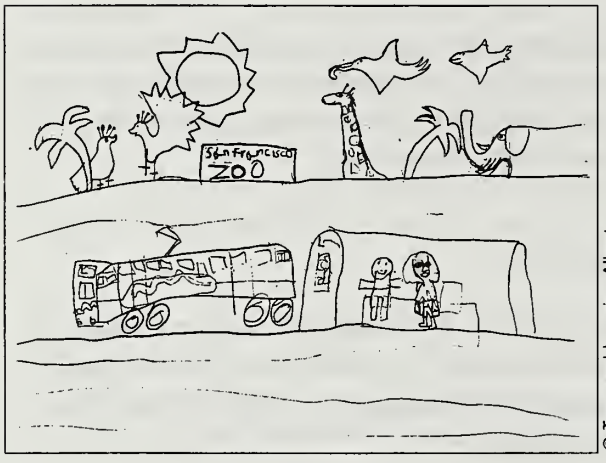
Encourage the creation of Transportation Management Associations where specific needs are identified and coordination with other similar associations and agencies is pursued.

OBJECTIVE 13

PROMOTE THE DEVELOPMENT OF MARKETING STRATEGIES THAT ENCOURAGE AND FACILITATE THE USE OF TRANSIT AND OTHER ALTERNATIVES TO THE SINGLE-OCCUPANT AUTOMOBILE FOR SHOPPING, RECREATION, CULTURAL AND OTHER NON-WORK TRIPS.

POLICY 13. 1

Encourage the use of alternatives to the automobile for all age groups in the advertisement of business, recreational and cultural attractions by identifying their proximity to transit facilities and significant landmarks.



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POLICY 13. 2

Promote the identification of core fixed guideway and regional transit lines, such as BART, Muni Metro, cable car, CalTrain and ferry lines, on maps and literature designed for tourists and visitors.

POLICY 13. 3

Use Transit Centers and Visitor Information Centers for the promotion of transit services and the distribution of transit service information.

Transportation Systems Management

Transportation Systems Management (TSM) alternatives are designed to address current transportation system needs through more efficient use of existing transportation facilities. TSM strategies manage the demand and optimize the supply of existing resources to achieve transportation-related goals, and attempt to improve efficiency through the provision of more frequent transit service or the enhancement of transit operating conditions.

OBJECTIVE 14

DEVELOP AND IMPLEMENT A PLAN FOR OPERATIONAL CHANGES AND LAND USE POLICIES THAT WILL MAINTAIN MOBILITY AND SAFETY DESPITE A RISE IN TRAVEL DEMAND THAT COULD OTHERWISE RESULT IN SYSTEM CAPACITY DEFICIENCIES.

POLICY 14. 1

Reduce road congestion on arterials through the implementation of traffic control strategies, such as signal-light synchronization and turn controls, that improve vehicular flow without impeding movement for pedestrians and bicyclists.

POLICY 14. 2

Ensure that traffic signals are timed and phased to emphasize transit, pedestrian, and bicycle traffic as part of a balanced multi-modal transportation system.

POLICY 14. 3

Improve transit operation by implementing strategies that facilitate and prioritize transit vehicle movement and loading.

POLICY 14. 4

Reduce congestion by encouraging alternatives to the single occupant auto through the reservation of right-of-way and enhancement of other facilities dedicated to multiple modes of transportation.

POLICY 14. 5

Encourage the use of alternative fuels for City vehicles, transit vehicles and as feasible, any other motor vehicles as a means of reducing toxic automobile emissions and conserving energy.

POLICY 14. 6

Reduce peak period congestion through the promotion of flexible work schedules at worksites throughout the City.

POLICY 14. 7

Encourage the use of transit and other alternatives modes of travel to the private automobile through the positioning of building entrances and the convenient location of support facilities that prioritizes access from these modes.

OBJECTIVE 15

ENCOURAGE ALTERNATIVES TO THE AUTOMOBILE AND REDUCED TRAFFIC LEVELS ON RESIDENTIAL STREETS THAT SUFFER FROM EXCESSIVE TRAFFIC THROUGH THE MANAGEMENT OF TRANSPORTATION SYSTEMS AND FACILITIES.

POLICY 15. 1

Discourage excessive automobile traffic on residential streets by incorporating traffic-calming treatments.

Such treatments may include signalization and signage changes that favor other modes of transportation, widened sidewalks, landscape strips, bicycle lanes or transit stops, bicycle-and-transit friendly speed bumps, or reduced traffic speeds.

POLICY 15. 2

Consider partial closure of certain residential streets to automobile traffic where the nature and level of automobile traffic impairs livability and safety, provided that there is an abundance of alternative routes such that the closure will not create undue congestion on parallel streets.

Parking Management

Parking management is one of the most effective employer-based strategies for reducing vehicle trips and increasing employee use of alternative modes. In San Francisco, employers have mitigated congestion and air quality and benefitted financially by implementing mandatory and voluntary parking management programs. With these congestion management policies, the downtown parking supply is adequate to satisfy demand for long-term and short-term needs. Given the sheer density of development, any increase in parking supply within the downtown will lead to further traffic congestion and the negative impacts associated with it.

OBJECTIVE 16

DEVELOP AND IMPLEMENT PROGRAMS THAT WILL EFFICIENTLY MANAGE THE SUPPLY OF PARKING AT EMPLOYMENT CENTERS THROUGHOUT THE CITY SO AS TO DISCOURAGE SINGLE-OCCUPANT RIDERSHIP AND ENCOURAGE RIDESHARING, TRANSIT AND OTHER ALTERNATIVES TO THE SINGLE-OCCUPANT AUTOMOBILE.

POLICY 16. 1

Reduce parking demand through the provision of comprehensive information that encourages the use of alternative modes of transportation.

POLICY 16. 2

Reduce parking demand where parking is subsidized by employers with "cash-out" programs in which the equivalency of the cost of subsidized parking is offered to those employees who do not use the parking facilities.

POLICY 16. 3

Reduce parking demand through the provision of incentives for the use of carpools and vanpools at new and existing parking facilities throughout the City.

POLICY 16. 4

Manage parking demand through appropriate pricing policies including the use of premium rates near employment centers well-served by transit, walking and bicycling, and progressive rate structures to encourage turnover and the efficient use of parking.

POLICY 16. 5

Reduce parking demand through limiting the absolute amount of spaces and prioritizing the spaces for short-term and ride-share uses.

POLICY 16. 6

Encourage alternatives to the private automobile by locating public transit access and ride-share vehicle and bicycle parking at more close-in and convenient locations on-site, and by locating parking facilities for single-occupant vehicles more remotely.

OBJECTIVE 17

DEVELOP AND IMPLEMENT PARKING MANAGEMENT PROGRAMS IN THE DOWNTOWN THAT WILL PROVIDE ALTERNATIVES ENCOURAGING THE EFFICIENT USE OF THE AREA'S LIMITED PARKING SUPPLY AND ABUNDANT TRANSIT SERVICES.

POLICY 17. 1

Discourage the provision of new long-term parking downtown and near major employment centers.

POLICY 17. 2

Encourage collaboration and cooperation between property owners, neighboring uses and developers to allow for the most efficient use of existing and new parking facilities.

There is an abundance of off-street parking facilities in the downtown area that are only heavily used during conventional working hours. Activities for which off-street parking is desired that occur after or before this period should be accommodated through agreements that allow a more efficient use of existing facilities.

VEHICLE CIRCULATION

OBJECTIVE 18

ESTABLISH A STREET HIERARCHY SYSTEM IN WHICH THE FUNCTION AND DESIGN OF EACH STREET ARE CONSISTENT WITH THE CHARACTER AND USE OF ADJACENT LAND.

There should be a hierarchical system of streets functioning in accordance with the planned movement of vehicles and the management of congestion. Street design, capacity and treatment should be a direct manifestation of the streets intended use in satisfying both present and prospective travel demand, and also its non-traffic purposes such as open space and pedestrian movement. It is recognized that in some cases it will be necessary to determine a maximum level of traffic for which street capacity will be provided, implying a tolerable level of congestion as a constraint, if other objectives of the city are to be attained.

Safety and livability along the city streets are primary concerns. This element seeks to balance the needs for vehicle circulation in the provision for through traffic on major arterials and discouragement of it on local streets, particularly residential streets. The following factors determine the selection of major and secondary arterials:

- The width of the right-of-way relative to traffic capacity required;
- The extent of transit use on the street;
- Land uses bordering the street;
- Safety of the street for moderate- and high-speed traffic, and the ability to "calm" traffic where appropriate;
- The relation of the street to the definition of the neighborhood by its residents;
- The presence or absence of conflicts caused by driveways, parking, and deliveries to commercial uses.

Certain streets, such as Geary Boulevard, Van Ness Avenue, Columbus Avenue and The Embarcadero, are important to more than one mode of transportation, and a balance of transportation systems must be maintained. Even with ample right-of-way width, the ability of these streets to be all things to all users is inherently compromised. Special attention, including the allocation of resources, the range of treatments and the long-term improvement strategies, should be given to achieve the desired balance on these streets.

POLICY 18. 1

Wherever feasible, divert through automobile and commercial traffic from residential neighborhoods onto major and secondary arterials, and limit major arterials to nonresidential streets wherever possible.

Major and secondary arterials are to carry traffic among districts in the city. Local streets are intended only to provide access to and from homes and other uses within each neighborhood. However, many residential streets function as major or secondary arterials, and because there are no other alternatives, the function of these streets is needed to prevent traffic from spreading onto other residential streets. In such cases, buffering measures such as landscaping in sidewalks and medians should be taken to mitigate the impacts of traffic.

POLICY 18. 2

Design streets for a level of traffic that serves, but will not cause a detrimental impact on adjacent land uses.

The need for traffic carriers must be balanced against the adverse effects of heavy traffic on the use of adjacent land and the quality of the environment. The needs of residents for peace and quiet, safety from harm, and useful open space must be given consideration. Each area and each street of the city have different characteristics which determine the level of traffic which can be absorbed without serious adverse impacts. The following factors should be the basis for a judgment on the acceptable levels of traffic on a specific street:



VEHICULAR STREET MAP

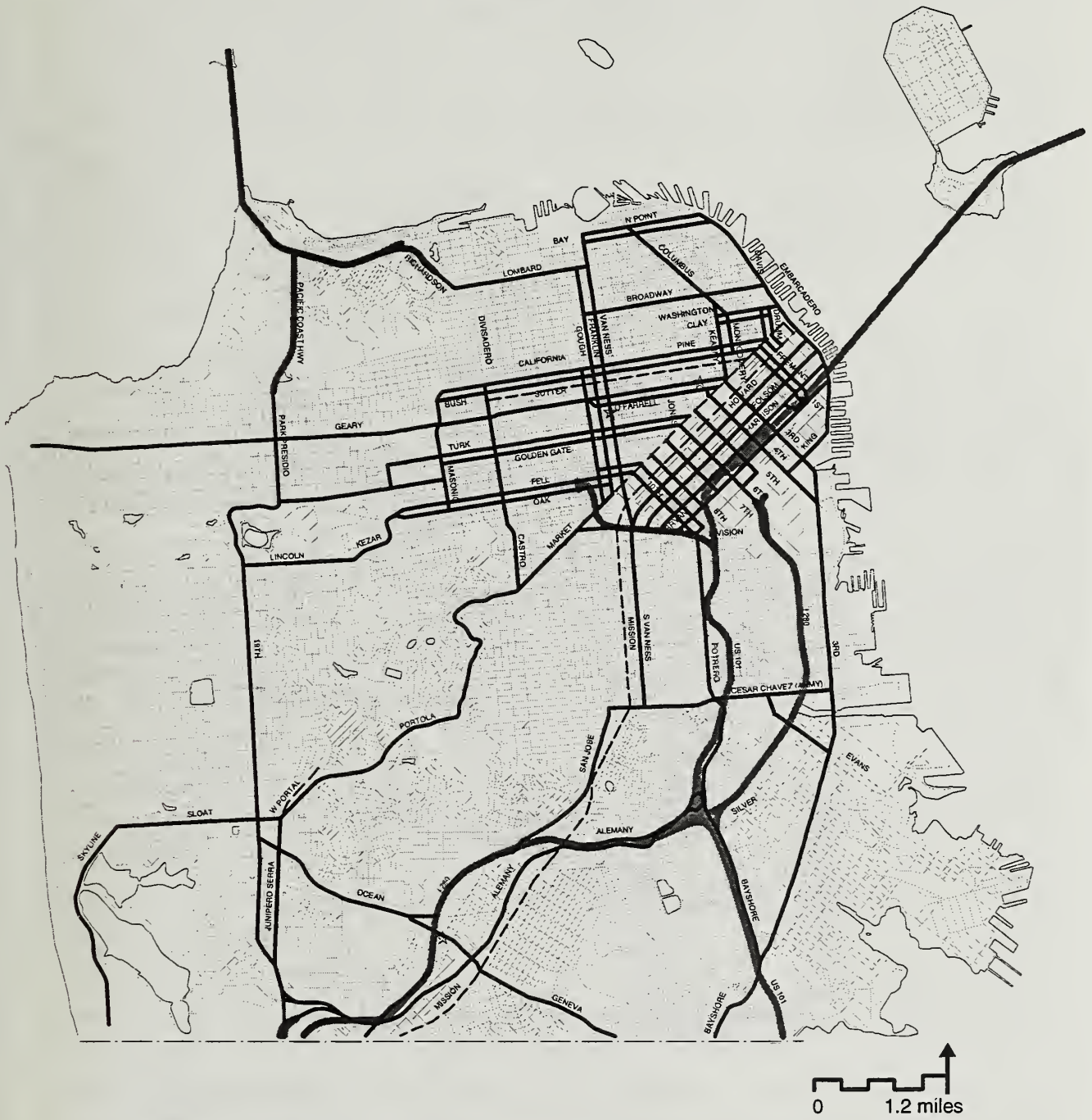
Map 6

CMP Network Streets

- Freeway
- Major Arterial
- Transit Conflict Street

Other Streets

- Secondary Arterial
- Recreational Street



CONGESTION MANAGEMENT NETWORK

Map 7

CMP Network Streets

- Freeway
- Major Arterial
- Transit Conflict Street



METROPOLITAN TRANSPORTATION SYSTEM (MTS): Streets and Highways

Map 8

---------- MTS Recreational Street

———— Other MTS Streets, Highways and Freeways

TABLE 1: CLASSIFICATION OF ELEMENTS IN VEHICLE CIRCULATION PLAN

Freeways

Limited access, very high capacity facilities; primary function is to carry intercity traffic; they may, as a result of route location, also serve the secondary function of providing for travel between distant sections in the city.

Major Arterials

Cross-town thoroughfares whose primary function is to link districts within the city and to distribute traffic from and to the freeways; these are routes generally of citywide significance; of varying capacity depending on the travel demand for the specific direction and adjacent land uses.

Transit Conflict Streets

Streets with a primary transit function which are not classified as major arterials but experience significant conflicts with automobile traffic.

Secondary Arterials

Primarily intra-district routes of varying capacity serving as collectors for the major thoroughfares; in some cases supplemental to the major arterial system.

Recreational Street

A special category of street whose major function is to provide for slow pleasure drives and cyclist and pedestrian use; more highly valued for recreational use than for traffic movement. The order of priority for these streets should be to accommodate: 1) pedestrians, hiking trails or wilderness routes, as appropriate; 2) cyclists; 3) equestrians; 4) automobile scenic driving. This should be slow and consistent with the topography and nature of the area. There should be adequate parking outside of natural areas.

Collector Streets

Relatively low-capacity streets serving local distribution functions primarily in large, low-density areas, connecting to major and secondary arterials. To be identified in area plans.

Local Streets

All other streets Intended for access to abutting residential and other land uses, rather than for through traffic; generally of lowest capacity.

Congestion Management (CMP) Network

The network of freeways, state highways and major arterials established in accordance with state Congestion Management legislation. Transit Conflict Streets are included in this network as well.

Metropolitan Transportation System (MTS) Streets, Highways and Freight Network

A regional network for San Francisco of freeways, major and secondary arterials, transit conflict and recreational streets meeting nine criteria developed by the Metropolitan Transportation Commission as part of the Regional Transportation Plan. The criteria identify facilities that provide relief to congested corridors, improve connectivity, accommodate travel demand and serve a regional transportation function. Due to the specific nature of the criteria, the MTS street and highway network is generally consistent with, but not identical to, the CMP network.

Relationship Between Function and Physical Design

No rigid design standards can be established on the basis of the functional categories established above, although higher capacities will generally be associated with freeways and major arterials. Capacities must be determined on the basis of the level of traffic demand, the space available for traffic and the nature of the surrounding environment.

TABLE 2: DESIGN GUIDELINES FOR STREETS

Major and Secondary Arterials

Where residential uses abut on major and secondary arterials, they should be screened visually and physically wherever possible.

A consistent pattern of trees at regular intervals should be used to identify major streets.

Medians should be landscaped with attention given not to diminish the safety and sightlines of traffic, especially at intersections.

Extensive buffers should be used to separate busy arterials from active pedestrian areas.

Sufficient space should be provided in the right-of-way to allow safe bicycle movement on all city streets.

The brightness (apparent illumination) of street lighting should be greater than on residential streets and the color or hue different from that on residential streets.

Destination information should be concentrated on major streets with signs used to route traffic on the major streets system.

Local Residential Streets

Excessive traffic speeds and volumes should be restricted and discouraged by every means possible.

Where possible, vehicular access directly to and from local streets should be from other than major arterials, e.g., via a secondary arterial or collector street.

When alternate access is possible, residences should not access to major arterials.

Local streets, other than collectors, should be primarily for access to residences and to serve for emergency vehicles; pedestrian-dominant streets with the maximum feasible amount of street space devoted to environmental amenities desired and needed by the residents.

Residential streets should be well-lighted without being excessively bright.

Sufficient space should be provided in the right-of-way to allow safe bicycle movement on all city streets.

Intersections

Street width, traffic controls, destination and route information and illumination should be maximized at the intersection of two major arterials.

Two intersecting residential streets should have minimal roadway width, wide sidewalks and no change in illumination from that on the streets themselves.

Intersections of residential streets and major arterials that are not transit corridors should be minimized; where they must intersect, cross and left-turn movements should be limited by curb alignments or medians.

TABLE 3: GUIDE TO THE VEHICLE CIRCULATION PLAN

NOTE: This section refers to the **Vehicle Circulation Plan** map. Except where indicated no increase in the vehicular capacity of any thoroughfare is intended.

Bernal Heights Boulevard

This boulevard should function as a recreational street, with emphasis on pedestrian and bicycle use and with minimal auto capacity.

Central Freeway

Alternatives to retrofitting the portion north of Mission Street should address and resolve the urban design, street livability (especially Oak, Fell and Laguna) and environmental problems created by the existing viaduct.

Cross-Over Drive

There should be no connection with John F. Kennedy Drive. The Drive should be redesigned to minimize its intrusion in the Park, with a capacity similar to Park-Presidio Boulevard, and should be carefully aligned to avoid tree removal.

Doyle Drive

This road should be improved for greater safety and minimal conflict with the recreational and scenic values of the Presidio; design capacity should be no greater than three lanes in each direction .

The Embarcadero

The roadway between Mission Bay and North Point Streets is being reconstructed as an attractive landscaped roadway having at least two moving lanes in each direction, an exclusive transit right-of-way, bicycle lanes and separated access and loading areas at piers in maritime use.

Frederick Street

If Kezar Drive is reconfigured, this street would no longer be required for truck traffic and should be changed to a local street function.

Geary Boulevard

To the extent possible most east-west travel in the Western Addition and Inner Richmond should be channeled onto this street to divert traffic from nearby residential streets. Employing TSM measures at key intersections and improved left-turn connections are desirable.

Gough Street

This street should not be widened or made unidirectional north of Pine Street.

Great Highway

The design capacity of this road should be reduced substantially to correspond with its recreational function; emphasis to be on slow pleasure traffic, bicycles and safe pedestrian crossings.

Guerrero Street

Although Guerrero, Valencia and South Van Ness serve as major and secondary arterials at the present, the improvement of transit service should be accompanied by steps to reduce through traffic and make these streets more compatible with residential uses.

Harney Way

Proposed to serve Candlestick Park, Hunter's Point and new freight, commercial and recreational development. Refer to South Bayshore and Hunter's Point Naval Shipyard Conversion Plan.

John F. Kennedy Drive

Through, non-park automobile traffic on this recreational drive should be eliminated.

Kezar Drive

This road should be reconfigured to restore the corner of the park to full recreational use; design capacity no greater than that of the Fell and Oak couple.

Market Street

This street should be no more than four through traffic lanes between Octavia and Castro Streets.

Nineteenth Avenue

This heavily trafficked street should be landscaped as a parkway with the same capacity. Simultaneous measures should be taken to maintain the low levels of through traffic on parallel streets.

OShaughnessy Boulevard

Functionally, this route must provide for crosstown movements; in design, it should remain a scenic-recreational drive, not intended for heavy traffic.

Pine Street-Bush Street

As transit service in the corridor is improved, priority should be given to calming traffic and landscaping along these residential streets west of Van Ness Avenue.

Valencia Street

This street should act as a neighborhood collector street as well as a principal bicycle arterial.



BICYCLE ROUTE MAP

Map 13

Citywide Bicycle Route

Bicycle Path and/or Special Treatment

NOTE: This map was developed in cooperation with the Department of Parking and Traffic's San Francisco Bicycle Plan, which will include additional information on specific segment treatments and route designation numbers.

- The predominance of land uses fronting the street;
- The distance between the curb and building line established by sidewalk width or setback;
- The presence or absence of buffering between street and building in the form of landscaping, change in elevation, or similar condition;
- The level of pedestrian and bicycle traffic;
- The proportion of the street which is residential in land use;
- Whether residences face the street;
- The presence of hospitals, schools, parks, or similar facilities on or near the street.

The widening of streets at the expense of sidewalks or of setbacks should not occur where space is necessary for pedestrian movement, buffering from noise, useful open space and landscaping. This is especially true in densely populated neighborhoods with little public or private open space. No additional sidewalk narrowings, tow-away zones and one-way streets should be instituted in a residential neighborhood if it would compromise the safety and comfort of the pedestrian resident. Existing towaway lanes should be phased out if they present a hazard to pedestrian safety. In addition, widening of streets should not occur at the expense of bicycle travel. The roadway space needed by bicyclists, whether between the line of traffic and the curb or the line of on-street parking, varies between four and six feet. The needs of bicyclists must be considered wherever the curb lane is proposed to be narrowed. Street restripings and widenings may be appropriate in industrial areas where access for oversize freight vehicles is important, but these projects should not reduce or eliminate the efficient movement of transit vehicles and bicycles.

POLICY 18. 3

The existing single-occupant vehicular capacity of the bridges, highways and freeways entering the city should not be increased and should be reduced if needed to increase the capacity for high-occupancy vehicles, transit and other alternative means of commuting, and for the safe and efficient movement of freight trucks.

It is recognized that provision for further vehicular access into the city would conflict with the environmental objectives of the city, overload the city street system, and jeopardize the city's commitment to mass transit. This policy allows for the introduction of exclusive transit, bike and carpool/ vanpool lanes on bridges, highways and freeways where these lanes are compatible with the overall transportation system's needs.

POLICY 18. 4

Discourage high-speed through traffic on local streets in residential areas through traffic "calming" measures that are designed not to disrupt transit service or bicycle movement, including:

- Sidewalk bulbs and widenings at intersections and street entrances;
- Lane off-sets and traffic bumps;
- Narrowed traffic lanes with trees, landscaping and seating areas; and
- colored and/or textured sidewalks and crosswalks.

POLICY 18. 5

Mitigate and reduce the impacts of automobile traffic in and around parks and along shoreline recreation areas.

Streets in large parks, around small parks and along recreational parts of the shoreline should function primarily for access to recreational facilities and for scenic driving, not as thoroughfares. Heavy or fast surface traffic endangers pedestrians and cyclists, cuts off access to recreation and reduces the pleasure of being in parks by causing noise, pollution and visual disharmony. Excessive automobile traffic also inhibits the movement of freight rail, freight and delivery trucks and vans that supporting the maritime uses along the waterfront. Pedestrian entrances to parks should be at street intersections to the extent possible.

POLICY 18. 6

Use the Street Hierarchy System of the Transportation Element as the foundation for any national, state, regional and local network of streets and highways in San Francisco.

The Street Hierarchy System of the Transportation Element incorporates the CMP and MTS networks, which were developed with the cooperation of local, regional and state agencies and representatives. Any future classification of streets and highways should reflect the structure of the hierarchy system of this document.

OBJECTIVE 19

PROVIDE FOR CONVENIENT MOVEMENT AMONG DISTRICTS IN THE CITY DURING OFF-PEAK TRAVEL PERIODS AND SAFE TRAFFIC MOVEMENT AT ALL TIMES.

The intent is to provide a convenient vehicular system of streets and arterials which function well in meeting normal traffic demands, especially those included in the Congestion Management Plan. At the same time it is recognized that congestion can never be eliminated completely, especially during periods of peak demand.

POLICY 19. 1

Eliminate unnecessary cross traffic conflicts and improve traffic flow along major arterials.

Excessive numbers of intersections on major arterials reduce the average speed of traffic and encourage use of local streets for through movements. Cross traffic should be eliminated, where possible, if needed to speed the flow of traffic on the arterials intended to carry the bulk of inter-district travel and to reduce accidents. In some cases, where two major arterials meet, it may be necessary to create grade separations to avoid conflicts. However, measures to minimize this conflict that are less costly and disruptive should be used wherever possible.

Traffic signal synchronization and roadway vehicle detectors should be used to reduce traffic congestion on major arterials. At the same time, use of regulatory devices along local streets will discourage through traffic when a good signal system is in effect on the major arterials. Lane striping, curb cuts, parking configurations and service roads or lanes should provide for access in a manner that will not conflict with through traffic flows.

POLICY 19. 2

Promote increased traffic safety, with special attention to hazards that could cause personal injury.

Various measures can be taken to reduce accidents, especially those involving serious personal injury. In some cases redesign of the roadway and of intersections to reduce conflicts between vehicles, bicyclists and pedestrians is required; in others all that is necessary is to improve clarity of signs and of routing so that there is less driver uncertainty and hesitation.

MASS TRANSIT

OBJECTIVE 20

GIVE FIRST PRIORITY TO IMPROVING TRANSIT SERVICE THROUGHOUT THE CITY, PROVIDING A CONVENIENT AND EFFICIENT SYSTEM AS A PREFERABLE ALTERNATIVE TO AUTOMOBILE USE.

In order to encourage residents, commuters, and visitors to switch their travel modes away from the automobile, we must improve transit service to make it a preferred alternative. Improvements to the existing system can be implemented at a relatively low cost, however, such improvements are often resisted due to real or perceived negative impact on parking or traffic circulation. For this reason, transit improvements should be based on a rational street classification system in which all transportation functions of the street network are analyzed, and only certain streets or locations are designated "transit preferential." Transit preferential streets (TPS) should be established along major transit routes, and general traffic should be routed away from these streets wherever possible.

In certain locations pedestrians' needs must also be addressed in transit system improvements. This is important near major activity centers and interline transfer points. For this reason "transit centers" should be established as part of the transit preferential streets (TPS) system where pedestrian safety, accessibility, and circulation needs are addressed, and transit information and minimum passenger amenities are provided.

POLICY 20. 1

Give priority to transit vehicles based on a rational classification system of transit preferential streets.

The TPS classification system should consider the multi-modal functions of the street, the existing and potential levels of transit service and ridership, and the existing transit infrastructure. Through street classification, transit preferential treatments should be concentrated on the most important transit streets, and the treatments applied should respond to all transportation needs of the street. For example, on streets that are major arterials for transit and not for automobile traffic, treatments should emphasize transit priority. On streets that are major arterials for both transit and automobiles, treatments should emphasize a balance between the modes, emphasizing the movement of people and goods rather than vehicles. This method ensures that transit preferential treatments are applied in the most efficient and cost effective manner.



POLICY 20. 2

Reduce, relocate or prohibit automobile facility features on transit preferential streets, such as driveways and loading docks, to avoid traffic conflicts and automobile congestion.

POLICY 20. 3

Develop transit preferential treatments according to established guidelines.

Treatment guidelines are important in establishing consistency in treatment type and design, and to ensure that all functions of the streets are considered in

treatment design, not just transit. The emphasis is on reducing conflicts between modes wherever possible and on moving people and goods rather than on moving vehicles.

POLICY 20. 4

Develop transit centers according to established guidelines.

Transit centers have significant potential to improve transit service by improving conditions at major stops and transfer points. Transit centers should address both pedestrian and transit needs and be designed to reinforce the link and interdependence between the surrounding neighborhood and the transit system, enhancing the sense of place for the neighborhood, and improving the visibility of the transit system. Guidelines must be followed to facilitate design consistency and ensure that safety, accessibility, circulation, information, comfort and aesthetic issues are adequately addressed. Transit Center treatments include enlargement of passenger queuing areas by bulbing at bus stops; the accommodation of passenger needs e.g. shelter, transit information; and by ensuring that adequate safety, accessibility, circulation, and aesthetic concerns are addressed.

POLICY 20. 5

Place and maintain all sidewalk elements, including passenger shelters, benches, trees, newsracks, kiosks, toilets, and utilities at appropriate transit stops according to established guidelines.

Bus shelters and other passenger facilities and amenities are often not placed due to objections from adjacent property owners. Guidelines ensure that all relevant issues are addressed up front in locating sidewalk elements at transit stops.

POLICY 20. 6

Provide priority enforcement of parking and traffic regulations on all Transit Streets, particularly Transit Preferential Streets.

Transit service is substantially improved when enforcement of existing parking and traffic regulations is applied. Enforcement efforts should be maximized by establishing a priority system whereby enforcement is first applied on the primary transit streets. This includes enforcement against meter feeding, illegal parking, double parking, bus zone parking, and illegal use of bus lanes.

POLICY 20. 7

Encourage ridership and clarify transit routes by means of a city-wide plan for street landscaping, lighting and transit preferential treatments.

Sidewalks along transit routes should be attractive and well-lit to encourage walking to and from transit. Streetscape design elements such as trees and lighting are often placed without regard to the transit lines operating on the street. Many lines use fixed guideways which are as much a part of the streetscape as the trees and lights. Street design which is coordinated with transit routes improves the ability to comprehend the routing of lines and the layout of the transit system.

POLICY 20. 8

Intensify overall transit service in the "central area."

The "central area" refers to the northeast quadrant of the city. More travel occurs to and within this area than any other; traffic and pollution levels are highest, and the streets are more congested. It is important to give the highest priority to an intensification and enhancement of transit service within this area. San Francisco's tradition of diversity in transit modes, including surface, subway, rail and water transit, should be reinforced and expanded to offer a wide range of alternatives to potential riders.

POLICY 20. 9

Improve inter-district and intra-district transit service.

During non-peak hours, while travel to downtown for shopping and entertainment is still substantial, there is much more travel between and within districts in the city. In a "grid" network of transit services, the potential to improve inter- and intra-district transit travel relies on improving certain important cross-town lines. Transit service on these lines should be frequent, well-coordinated with other transit services and corridors, and as quick and direct as possible.

POLICY 20. 10

Keep fares low enough to obtain consistently high patronage and encourage more off-peak use.

Transportation is a public service not unlike street lighting, sewage service or fire protection. Nearly all transportation is subsidized to some degree with public funds. It is no more reasonable to expect transit to "pay its way" with the fare box than it is to expect streets to pay their way. Overly expensive transit fares, in comparison with the indirect taxes imposed on automobile use, discourage transit use.

POLICY 20. 11

Promote the electrification of bus operation.

Electric trolley buses are cleaner, quieter and often faster than diesel buses. In planning for the conversion of bus operation, consideration should be given to topography, bus operation in traffic, air quality, noise and visual impacts of the overhead wires.

POLICY 20. 12

Use the Transit Preferential Street network as the foundation for any national, state, regional or local transit street hierarchy system in San Francisco.

A coordinated effort by different transportation and planning agencies and advocates has led to the criteria and standards established to develop the TPS network. This network should be reflected in any future development of transit street hierarchies.

OBJECTIVE 21

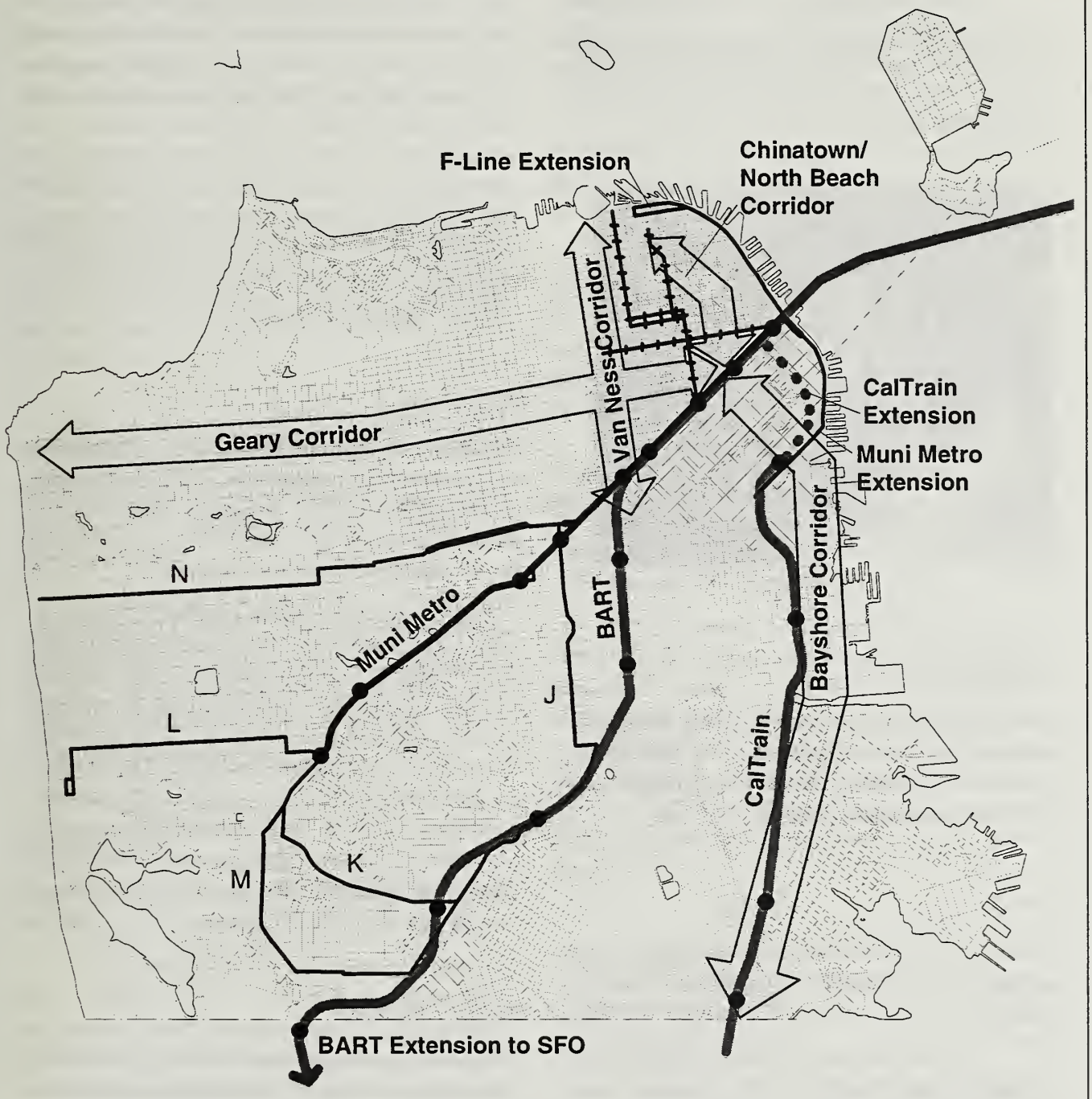
DEVELOP TRANSIT AS THE PRIMARY MODE OF TRAVEL TO AND FROM DOWNTOWN AND ALL MAJOR ACTIVITY CENTERS WITHIN THE REGION.

The automobile cannot serve as the primary means of travel to and from downtown. An alternative means of equal convenience and greater efficiency is required, not only to downtown, but also among all major activity centers. While direct service is available from almost all parts of the city to downtown, travel is often slow and vehicles are overcrowded during the peak hours. Crowding can never be eliminated completely. However, it is important for continued patronage that transit service, from feeder buses to regional trunklines, accommodate basic ridership comfort in conformance with the service standard ratio of passengers to seats for each operator and type of transit vehicle. Travel to downtown should be possible in less than 30 minutes from all parts of the city. This can be achieved with express buses, exclusive bus lanes, and construction and expansion of rapid transit lines along major corridors.

The use of transit to travel between the suburbs and downtown and other major centers in the city can only become primary with the development of a good regional transit system connecting downtown to other parts of the region. Existing regional rail lines should be expanded where feasible.

POLICY 21. 1

Provide transit service from residential areas to major employment centers outside the downtown area.



RAIL TRANSIT PLAN

Map 10

- BART, Caltrain and Station
- Caltrain Extension
- Muni Metro Subway and Station
- Surface Light Rail
- Cable Car

Future rail/
fixed guideway
transit corridor

Reverse commuting to areas other than downtown is expected to increase and place new requirements on the transit system. The city should pursue means of providing this transit for residents where it is not available.



POLICY 21. 2

Where a high level of transit ridership or potential ridership exists along a corridor, existing transit service or technology should be upgraded to attract and accommodate riders.

POLICY 21. 3

Make future rail transit extensions in the city compatible with existing BART, CalTrain or Muni rail lines.

In order to ensure potential linkages, interchange of vehicles and cost savings, new rail transit lines should be of the same basic type as either the BART, CalTrain or Muni systems, depending on the potential link. Special systems, such as cable cars or other limited service facilities, need not be compatible.

POLICY 21. 4

Provide for improved connectivity and potential facility expansion where any two fixed-guideway transit corridors connect.

The development of any rail or fixed-guideway transit corridor requires a significant capital investment and often results in surface disruption during construction. While the Citywide Rail Transit Plan proposes several new rail transit corridors, it is unlikely that all planned transit corridors will be built at the same time. To facilitate future corridor expansion, reduce long-term costs and minimize future disruptions, provisions should be made where two or more planned corridors intersect to accommodate the later development of the corridors.

POLICY 21. 5

Facilitate and continue ferries and other forms of water-based transportation as an alternative mode of transit between San Francisco and other communities along the Bay, and between points along the waterfront within San Francisco.

Since the Loma Prieta earthquake, ferry service has resumed between San Francisco and the East Bay. Commuter ferries now provide service between San Francisco and Vallejo, Larkspur, Tiburon, Sausalito, Oakland and two points in Alameda. They help reduce traffic congestion while providing a pleasant and useful alternative to a number of commuters who might otherwise choose to drive, and should be promoted in accordance with the recommendations of MTC's Regional Ferry Plan and any future local and regional transit expansion programs.

POLICY 21. 6

Establish frequent and convenient transit service, including water-based transit, to major recreational facilities and provide special service for sports, cultural and other heavily attended events.

It is important to promote transit as the primary mode of transportation to sports, cultural and other heavily attended events. Certain popular destinations, such as the Zoo, Golden Gate Park and Yerba Buena Gardens, are well-served by transit. The future recreational and cultural uses for the Presidio, Hunter's Point and Treasure Island are likely to need expanded

landside and water transit to relieve congestion. The objective should be increased access to these places for those without cars; and reduced noise, pollution, and congestion when those with cars use transit.

POLICY 21. 7

Make convenient transfers between transit lines, systems and modes possible by establishing common or closely located terminals for local and regional transit systems and by coordinating fares and schedules.

POLICY 21. 8

Bridges and freeways should have exclusive transit lanes where significant transit service is provided by transit .

Transit lines can provide more efficient service by operating on their own rights-of-way. These can be instituted on bridges and freeways leading into the city, and interconnect, where feasible, with a system of exclusive transit lanes or transit priority street treatments within the city.

POLICY 21. 9

Improve pedestrian and bicycle access to transit facilities.

Pedestrian access to and from major destinations and the serving transit facility should be direct and uncomplicated. Bicyclists should be accommodated on regional and trunkline transit vehicles wherever feasible, and at stations through the provision of storage lockers and/or secured bicycle parking.

POLICY 21. 10

Ensure passenger and operator safety in the design and operation of transit vehicles and station facilities.

POLICY 21. 11

Ensure the maintenance and efficient operation of the fleet of transit vehicles.

Consideration should be given with every transportation system funding and development decision to maintaining and operating transit vehicles and the facilities that support them.

OBJECTIVE 22

DEVELOP AND IMPROVE DEMAND-RESPONSIVE TRANSIT SYSTEMS AS A SUPPLEMENT TO REGULAR TRANSIT SERVICES.

POLICY 22. 1

Maintain a taxi service adequate to meet the needs of the city and to keep fares reasonable.

Taxis serve as an essential supplement to the transit system, not merely for tourists but for many residents in the city who use taxis for particular trips when regular transit service is inconvenient. Although taxis should continue to be regulated, competition should be encouraged for improved service and low fares. The feasibility of water taxis connecting major attractions along the waterfront should be explored.

POLICY 22. 2

Consider possibilities for supplementary, privately operated transit services.

There are areas of the city where private operators might find it profitable to provide transit service for inter-district and intra-district travel, and they should be encouraged to do so.

POLICY 22. 3

Guarantee complete and comprehensive transit service and facilities that are accessible to all riders, including those with mobility impairments.

PEDESTRIAN

The close-knit urban fabric of San Francisco, combined with the dramatic hills and sweeping vistas, makes walking an ideal mode for exploring and moving about the city. In a dense city such as San Francisco, the sidewalk is a vital source of open space, a refuge for sun and air. It is the space that everyone shares, the place in which the entire spectrum of urban life is encountered and experienced, for better or for worse. Since everyone is a pedestrian at one point or another, the sidewalk provides a strong sense of the overall image of the city.

Over much of the twentieth century, the priority given to traffic concerns has contributed to the significant degradation of the pedestrian environment. Freeways were built, streets were widened, and pedestrian crossings were eliminated. Peak-hour tow away traffic lanes were established on busy pedestrian streets, creating a hazardous situation where automobiles speed past within a few feet of overcrowded sidewalks.

The purpose of this section is to address pedestrian issues and to provide direction and policy that ensures pedestrian movement in the city is safe, convenient and pleasant, in recognition that pedestrian travel is an important component of the transportation system, especially in this transit-oriented city.

OBJECTIVE 23

IMPROVE THE CITY'S PEDESTRIAN CIRCULATION SYSTEM TO PROVIDE FOR EFFICIENT, PLEASANT, AND SAFE MOVEMENT.



POLICY 23. 1

Provide sufficient pedestrian movement space with a minimum of pedestrian congestion in accordance with a pedestrian street classification system.

POLICY 23. 2

Widen sidewalks where intensive commercial, recreational, or institutional activity is present, sidewalks are congested and where residential densities are high.

Wider sidewalks provide more pedestrian space and also permit more pedestrian amenities. In high-density residential and recreational areas, sidewalks are often utilized as open space, and should be designed and built to accommodate such a use. A good example of this type of sidewalk construction is in Duboce Triangle.



POLICY 23. 3

Maintain a strong presumption against reducing sidewalk widths, eliminating crosswalks and forcing indirect crossings to accommodate automobile traffic.

POLICY 23. 4

Tow-away lanes should not be approved, and removal should be considered, if they impair existing and potential pedestrian usage and level of service on abutting sidewalks, as well as the needs of transit operation on the street.

POLICY 23. 5

Minimize obstructions to through pedestrian movement on sidewalks by maintaining an unobstructed

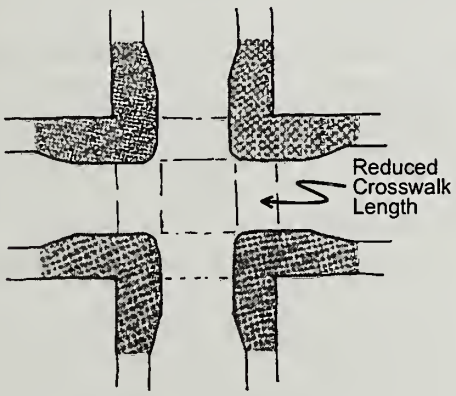


width that allows for passage of people, strollers and wheelchairs.

POLICY 23. 6

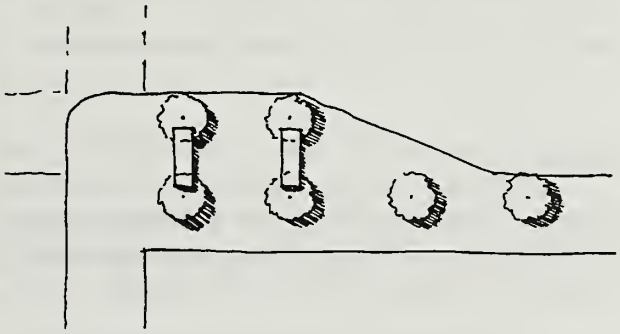
Ensure convenient and safe pedestrian crossings by minimizing the distance pedestrians must walk to cross a street.

Appropriate treatments may include widening sidewalks at corners to provide more pedestrian queuing space and shorter crosswalk distances, especially where streets are wide. Large pedestrian islands should be installed to provide pedestrians with a safe waiting area while crossing where traffic volumes are high and/or streets are unusually wide.



Consideration should be given to bicycle movement and the efficient operation of transit service in sidewalk widenings.

Corner bulbs reduce the crossing distance and provide more corner queuing space. The reduced crossing distance makes crossing safer, while the increased queuing area reduces the corner overcrowding that often spills into the street. Care should be taken not to constrain the movement of bicycles and transit vehicles in the design of sidewalk bulbs.



POLICY 23. 7

Ensure safe pedestrian crossings at signaled intersections by providing sufficient time for pedestrians to cross streets at a moderate pace.

The timing and length of traffic signals should be set to provide enough "green" time for all pedestrians to cross streets safely. Timing should account for people using wheelchairs and carriages, where use of curb cuts is necessary for access to the crosswalk from the sidewalk. On wide streets, pedestrian islands should be established as necessary to provide slower-moving pedestrians with some relief and a waiting area. U-turns permitted at intersections with large pedestrian volumes should be reconsidered in the interest of improving pedestrian safety.

POLICY 23. 8

Support pedestrian needs by incorporating them into regular short-range and long-range planning activities for all city and regional agencies and include pedestrian facility funding in all appropriate funding requests.

Pedestrian issues are affected by decisions in a variety of agencies and need to be considered. A number of local and regional agencies and departments plan transportation projects, which are increasingly developed as multi-modal projects, could incorporate pedestrian improvements. In particular, local and regional mass transit projects must pay particular attention to pedestrian needs, especially at significant transfer points. For many transportation projects, pedestrian improvements could be included with the project for far less than if the pedestrian project was a stand alone project. In general, the larger the project, the more potential to address pedestrian needs.

POLICY 23. 9

Implement the provisions of the Americans with Disabilities Act and the city's curb ramp program to improve pedestrian access for all people.

Consideration of special pedestrian and wheelchair access should be given to areas and crosswalks where there is a large concentration of elderly and disabled persons.

OBJECTIVE 24

IMPROVE THE AMBIENCE OF THE PEDESTRIAN ENVIRONMENT.

POLICY 24. 1

Preserve existing historic features such as streetlights and encourage the incorporation of such historic elements in all future streetscape projects.

Historic streetlight removal is an on-going problem in the city as the responsible departments argue that historic streetlights are not worth the expense. Given San Francisco's historic architectural heritage, we should be protecting more historic elements not removing them.

POLICY 24. 2

Maintain and expand the planting of street trees and the infrastructure to support them.

Street trees are one of the most important elements in creating a liveable streetscape. They provide shade, create a human scale on the street, soften the edge between the building and the street, and serve as a buffer between pedestrian space and the street. Moreover, street trees are an important environmental consideration as they contribute to cleaner air. An appropriate program of irrigation and maintenance should be implemented with street tree planting.



POLICY 24. 3

Install pedestrian-serving street furniture where appropriate.

POLICY 24. 4

Preserve pedestrian-oriented building frontages.

Building frontages that invite people to enter, that provide architectural interest and a sense of scale, and that are transparent enough to provide visual connections to and from the sidewalk help make the pedestrian environment more agreeable and safe.

OBJECTIVE 25

DEVELOP A CITYWIDE PEDESTRIAN NETWORK.

POLICY 25. 1

Create a citywide pedestrian street classification system.

Similar in scope to the classification systems developed for pedestrians downtown and for automobiles citywide, the system permits directed planning for pedestrian improvements and the designation of pedestrian routes between significant destinations. Also similar to the other systems is the need to balance treatments and priority functions on streets that have an important function as defined by one or more street classification system, such as Van Ness Avenue, Geary Boulevard and The Embarcadero.

The classification system also addresses auto-oriented conditions that conflict with pedestrian travel on pedestrian-priority streets.

TABLE 5: PEDESTRIAN CLASSIFICATION SYSTEM

There are three types of pedestrian streets: Exclusive Pedestrian, Pedestrian-oriented Vehicular, Vehicular Thoroughfare that are manifested in a variety of conditions as outlined below.

Exclusive Pedestrian Street:

Street on which vehicles are not permitted (except for transit vehicles and bicycles).

Pedestrian-oriented Vehicular Street:

Street with vehicular traffic that has significant pedestrian importance. Design treatments and measures to ensure that pedestrians movement remains a primary function should be employed.

Vehicular Street:

A Major Arterial or freeway as identified in the Master Plan. While pedestrian traffic must be accommodated on every street except a freeway, a balance between vehicle and pedestrian movement must be maintained.

POLICY 25. 2

Utilizing the pedestrian street classification system, develop a citywide pedestrian network that includes streets devoted to or primarily oriented to pedestrian use.

This network is composed of existing routes such as the Bay and Ridge trails, stairways, exclusive pedestrian streets, and pedestrian-oriented vehicular streets. The network links important destinations, neighborhood commercial districts, and open spaces.

POLICY 25. 3

Develop design guidelines for pedestrian improvements in Neighborhood Commercial Districts, Residential Districts, and other pedestrian-oriented areas as indicated by the pedestrian street classification plan.

The design guidelines ensure identifiable, pedestrian-oriented treatments for important pedestrian streets and set minimum standards for the placement of pedestrian streetscape elements.

POLICY 25. 4

Maintain a presumption against the use of demand-activated traffic signals on any well-used pedestrian street, and particularly those streets in the Citywide Pedestrian and Neighborhood Networks.

Demand-activated traffic signals favor motor-vehicle traffic over pedestrians, and are relatively uncommon in San Francisco. Where they do occur, the signal must be triggered to secure enough time to cross. Otherwise, only a very short time is allocated -- for cross traffic, not pedestrians. As such, demand-activated traffic signals present an inconvenience to pedestrians and should not be used on streets except where there is no significant pedestrian traffic.

TABLE 6: PEDESTRIAN NETWORK STREETS AND DESIGN GUIDELINES

Citywide Pedestrian Network Street

Definition:

An inter-neighborhood connection with "citywide significance" includes both exclusive pedestrian and pedestrian-oriented vehicular streets, e.g. Market, California, Van Ness, 24th.

- On a large scale, the Citywide Pedestrian Network connects much of the northern part of the city.
- Includes the Bay, Ridge, and Coast trails (part of a regional system).
- Includes stairways and other exclusive pedestrian walkways.
- Used by commuters, tourists, general public, and recreaters.
- Enhances walking as a primary means of commuting.
- Connects major institutions with transit facilities.

Design Goals.

- Visible marker/connection throughout to tie network together.
- Pedestrian movement is a priority and should not be compromised.
- Minimize conflicts with other modes.
- Priority street for pedestrian improvements (safety, access, aesthetics, and circulation)
- Pedestrian scale and orientation for street improvements and building frontages.
- Use non-obtrusive signage or markers along regional trails (Bay, Ridge and Coast) to alert pedestrians to changes in trail direction, and integrate and make consistent with symbols, markers and signage used throughout the regional system.

Neighborhood Network Street (intra-neighborhood connection)

Definition:

A neighborhood commercial, residential, or transit street that serves pedestrians from the general vicinity. Some Neighborhood Network Streets may be part of the citywide network, but they are generally oriented towards neighborhood serving uses. Types include exclusive pedestrian and pedestrian-oriented vehicular streets.

■ **Neighborhood Commercial Sreet**

Definition:

A street in a Neighborhood Commercial District as identified in the Master Plan. Predominately commercial use with parking and loading conflicts. e.g. Clement, Castro, West Portal.

Design Goals.

- Maintain at least 4 feet unobstructed width for pedestrian passage.
- Encourage pedestrian-oriented uses.
- Priority street for pedestrian improvements (safety, access, aesthetics, and circulation).
- Maintain a buffer (trees, parking, etc.) between pedestrian and vehicular circulation.
- Minimum crosswalk requirements.
- Turning movement restrictions in areas with high pedestrian volumes.
- Restrictions on curb cuts/auto entrances.
- Coordinated pedestrian improvements to reflect neighborhood character.

■ **Transit Street.**

Definition: A Primary Transit Preferential Street as identified in the Master Plan. e.g. Divisadero, Masonic.

Design Goals.

- Enhanced pedestrian/transit connections including bus bulbs, better stop markings, and transit system/ neighborhood information.
- Maximum distance between crosswalks and transit stops.
- Minimum transit stop treatments including benches, shelters, and information.

■ **Residential Street.**

Definition: A street within a R zoned district.

Design Goals.

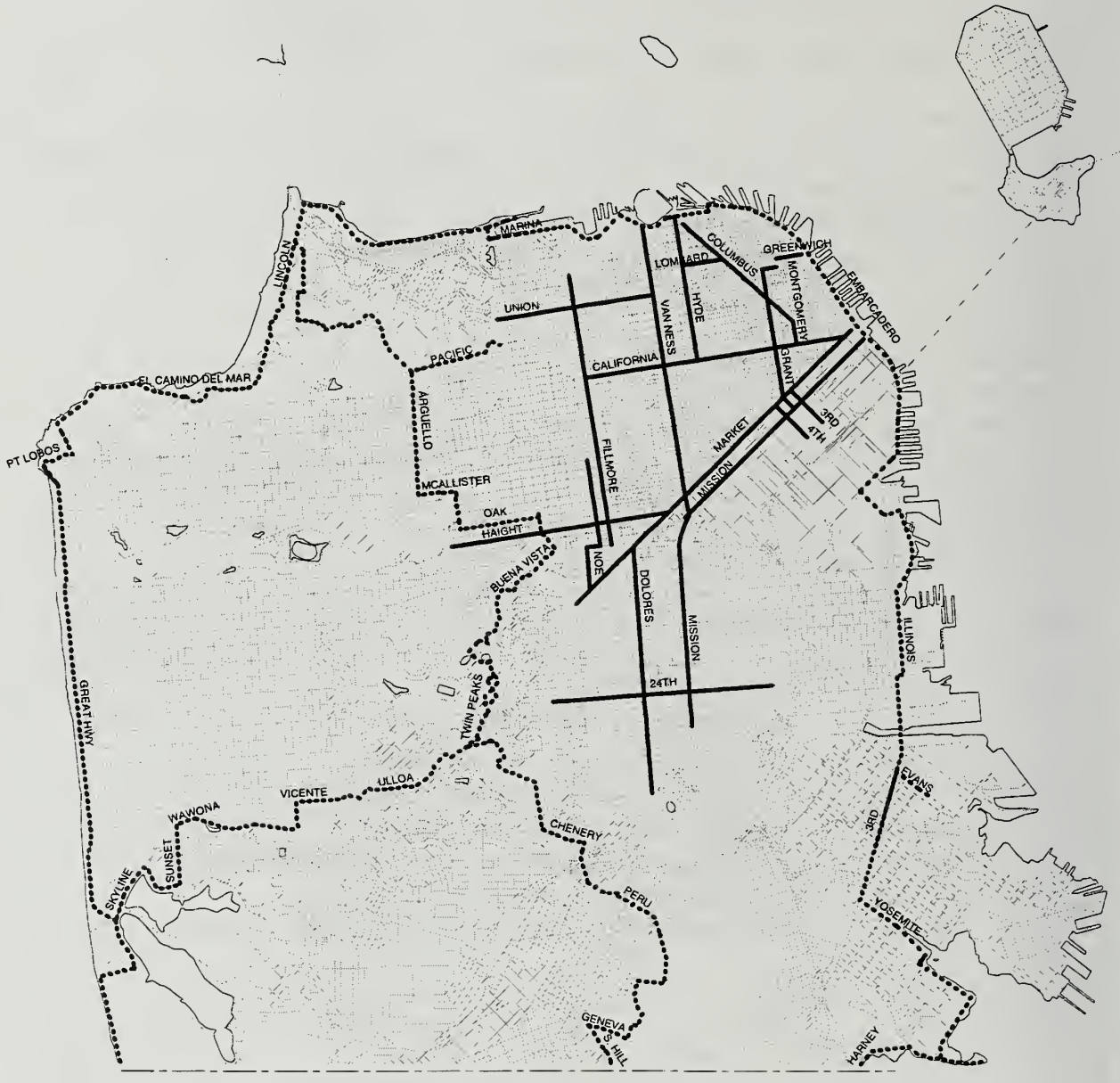
- Every street has trees, where sidewalk widths allow.
- Maintain a buffer (trees, parking, etc.) between pedestrian and vehicular circulation. The extent of buffering is related to the magnitude of vehicular traffic.
- "Capture the street for open space." On streets with sufficient width and without significant vehicular traffic. (i.e. Duboce Triangle style improvements)

■ **Neighborhood Network Connection Street.**

Definition: An intra-neighborhood connection street that connects neighborhood destinations. e.g. 18th, Vulcan Steps.

Design Goals.

- Crosswalks and signals should enhance the pedestrian path of travel.
- Maintain an obstructed width of 4 feet for pedestrian passage.
- Pedestrian scale and orientation for street improvements and buildings.
- Maintain a buffer (trees, parking, etc.) between pedestrian and vehicular circulation.
    - Minimize/discourage large volume vehicular traffic ingress and egress.
    - Priority street for pedestrian improvements (safety, access, aesthetics, and circulation).



CITYWIDE PEDESTRIAN NETWORK

Map 11

——— Citywide Pedestrian Network Street

..... Bay, Ridge and Coast Trail



NEIGHBORHOOD PEDESTRIAN STREETS

Map 12

Neighborhood Commercial Street

Neighborhood Network Connection Street

POLICY 25. 5

Where intersections are controlled with a left-turn only traffic signal phase for automobile traffic, encourage more efficient use of the phase for pedestrians where safety permits.

Left-turn only phases often occur where the streets from which the turn is made are wide and heavily-trafficked, and are ususally followed by a red light that activates cross traffic. To help overcome the pedestrian challenges of street width and traffic volume, the left-turn phase time may enable pedestrians to begin their crossing earlier when safety allows. If the left turn is made onto a one-way street, the pedestrian traffic crossing against the one-way direction would have a relatively conflict-free opportunity to begin crossing early.

POLICY 25. 6

Provide enforcement of traffic and parking regulations to ensure pedestrian safety, particularly on streets within the Citywide Pedestrian and Neighborhood Networks.

Cars that fail to stop at signs and lights, park across sidewalks and travel at excessive speeds pose serious threats to pedestrian safety.

OBJECTIVE 26

CONSIDER THE SIDEWALK AREA AS AN IMPORTANT ELEMENT IN THE CITYWIDE OPEN SPACE SYSTEM.

POLICY 26. 1

Retain streets and alleys not required for traffic, or portions thereof, for through pedestrian circulation and open space use.

POLICY 26. 2

Partially or wholly close certain streets not required as traffic carriers for pedestrian use or open space.

POLICY 26. 3

Encourage pedestrian serving uses on the sidewalk.

POLICY 26. 4

Encourage and support the development of walking tours incorporating signage wherever possible.

There are a number of organized and semi-organized walking tours in the City supported by both private and public entities. Coordination and recognition of these walking tours should be encouraged and, utilizing an idea popular in other cities, signage or markers to direct pedestrians along prominent walking routes should be considered and implemented.



BICYCLES

The bicycle is a desirable alternative to the automobile as a means of urban transportation in San Francisco. It can successfully be used for most transportation needs, including commuting, shopping, errands, and recreation. Active encouragement of bicycle use as an alternative to automobile use, whenever possible, is essential in light of the continually increasing traffic congestion caused by motorized vehicles which aggravates air pollution, increases noise levels and consumes valuable urban space. The bicycle is a practical and economical transportation alternative which produces no emissions or noise. In addition, each bicycle user enjoys health benefits through increased physical activity.

To enable a large number of San Franciscans to use the bicycle as a transportation option, several significant needs must be met. The needs include, among others, safe and comfortable space on the roadway for bicyclists, a system of identifiable bicycle routes that will direct bicyclists to major destinations, safe and secure bicycle parking, and education of both the bicyclists and motorists about the safe sharing of the roadways.

OBJECTIVE 27

ENSURE THAT BICYCLES CAN BE USED SAFELY AND CONVENIENTLY AS A PRIMARY MEANS OF TRANSPORTATION, AS WELL AS FOR RECREATIONAL PURPOSES.



POLICY 27. 1

Expand and improve access for bicycles on city streets and develop a well-marked, comprehensive system of bike routes in San Francisco.

It is essential that the city have a system of bike routes which provide safe and reliable through travel to all areas of the city. These bike routes will necessarily be mostly on city streets, will provide space for the bicyclist, and may or may not have bicycle lanes or other markings which separate the bicyclist's space from the automobile driver's space. The bicycle routes should be clearly identified, with signage, for motorists, bicyclists and pedestrians, and should conform to the more rigorous standards of the most recent Highway Design Manual and the American Association of State Highway and Transportation Officials (AASHTO) in its "Guide for Development of Bicycle Facilities," which has been adopted by the Federal Highway Administration as its design standard. Use of these guides will provide maximum opportunity to qualify for state and federal funding and will assist in avoiding city liability based upon design. Advisory and permissive guidelines should be observed whenever possible.

The bike route system should provide efficient access from all neighborhoods to the many popular business, cultural, entertainment, and educational destinations in the city, and between those destinations. Special attention should be paid to commuters to the downtown areas, and connections to regional bicycle routes. Nevertheless, bicycle access must be provided, and enhanced if necessary, whether or not the streets are designated as "bike routes," to enable all residents and visitors to use bicycles as a viable means of transportation.

Where possible, opportunities should be taken to develop bicycle-priority corridors, such as veloways (bicycle-only facilities), bicycle boulevards and any other innovative solutions to improve bicycle transportation space within the city.

POLICY 27. 2

Develop a rational classification system of bicycle preferential streets.

The bicycle preferential streets system should consider the multi-modal functions of the street, the topography, and the existing and potential volume of bicycle traffic on the street. Streets and pathways in the bike route system that are relatively level, do not have conflicts with high volumes of pedestrian traffic, and do not have the primary functions of freight routes, major arterials and primary transit streets should be designed and treated to prioritize the movement of bicycles. Other streets and paths on the bike route system should be designed and treated to balance the other modes of transportation with the movement of bicycles.

POLICY 27. 3

Eliminate hazards to bicyclists on city streets.

City departments should give particular attention to eliminating hazards on bicycle routes. Hazards which may be inconsequential to automobiles can be disruptive, disabling, or even life threatening to bicyclists, and are the cause for many cyclist accidents. Design hazards such as sewer grates parallel to travel, unpaved or poorly paved shoulders, rough and/or obsolete railroad tracks, and conventional speed bumps all pose dangerous conditions for cyclists and should be eliminated. Intermittent hazards such as bad road surfaces, cracks and pot holes, and refuse such as broken glass should be eliminated promptly. The city should give increased attention and more frequent cleaning to bicycle route streets because of the increased needs of cyclists for a hazard-free road surface. Bicycle routes should be well lit.

POLICY 27. 4

Maintain a presumption against the use of demand-activated traffic signals on designated bicycle routes.

Demand-activated traffic signals favor motor-vehicle traffic over bicyclists and pedestrians, and are relatively uncommon in San Francisco. Where they do occur, the signal must be triggered to secure enough time to cross. Otherwise, only a very short time is allocated -- for crossing motor vehicle traffic, not bicyclists. As such, demand-activated traffic signals present an inconvenience to bicyclists.

POLICY 27. 5

Make available bicycle route and commuter information and encourage increased use of bicycle transportation.

San Francisco's healthful climate and compactness make travel by bicycle practical, but cyclists need to know the most efficient ways to traverse the city's many hills. Optimum routes exist to cross all areas of the city by bicycle, but these routes must be identified to the public. The city should provide route maps to enable potential bicycle commuters and others using the bicycle for transportation to find the most efficient routes to their destinations. Such maps should also identify recreational bicycle routes, including the San Francisco portions of the Ridge Trail and the Bay Trail.

Where appropriate, methods of identifying bikeways will include a clear, efficient system of bicycle route signs. Destination directions should be indicated with each sign.

POLICY 27. 6

Accommodate bicycles on regional transit facilities and important regional transportation links wherever feasible.

The ability to integrate bicycle use and regional transportation systems is essential to maximizing the bicycle's transportation utility. The Bay Area is fortunate to have a number of quality public transportation services. The expansion of bicycle access on each of these systems increases the bicycle's range and usefulness and further decreases the number of auto trips made in the Bay Area.

Every effort must be made to maximize bicycle access on BART, CalTrain, all ferry systems, and on AC Transit, SamTrans and Golden Gate Transit buses and on selected Municipal Railway routes. Further, CalTrans shuttle service across the Bay Bridge should be expanded so it is available at all hours. Twenty-four hour access to all Bay Area bridges is essential to maintain these vital links within the bicycle transportation system.



POLICY 27. 7

Include bicycle facility funding in all appropriate requests.

Bicycle transportation funding should be integrated into all appropriate state and federally funded transportation projects, especially those related to safety, transportation, recreation, and mass transit. Funds earmarked specifically for bicycle facilities should be pursued, based on an identified list of priority projects. Transportation planning should be integrated to include consideration of present and potential bikeways in all analyses.

POLICY 27. 8

Prevent bicycle accidents though bicycle safety education and improved traffic law enforcement.

Education of bicyclists and appropriate training should be made available at a wide variety of sources. These may include education of employees at work sites as part of alternative transportation education, to students at schools and colleges, and to new riders through bicycle shops and dealers.

Cars that fail to use turn signals, park in bike lanes, travel at excessive speeds and car passengers which open doors without looking pose serious threats to the safety of bicyclists. Education of motorists, bicyclists and the public should be actively and vigorously pursued. Such avenues may include billboards and public service messages, motor vehicle licensing procedures, traffic schools, and driver education and driver training courses. The cyclist's equal right to the road, as well as the responsibilities in using this access, should be emphasized.

Traffic enforcement should extend to protection of bicyclists' rights-of-way which are often violated by motorists. Special emphasis also needs to be placed upon theft prevention and investigation. Special training for police officers concerning bicycle-related laws and concerns should be included in their academy and in-service training.

POLICY 27. 9

Identify and expand recreational bicycling opportunities.

Although many of the commuter routes will also serve recreational cyclists, such as those accessing tourist attractions and natural and scenic areas, other routes should be designed to accommodate recreational cyclists. Special attention should be paid to identify and map popular recreational destinations which may not be on regular through commuter routes, such as around Lake Merced, routes to the zoo, or parts of the Bay Trail and the Ridge Trail. Such routes should also be designated on the bicycle route map developed for San Francisco.

POLICY 27. 10

Accommodate bicycles in the design and selection of traffic control facilities.

As the application of new technology to traffic control increases, traffic engineers more frequently are using automatic sensing devices to detect, count and monitor traffic and to control traffic signals, signal timing, and other traffic control devices. The technology of such sensing devices should be improved to detect and respond to the presence of bicycles as they use the roadway.

OBJECTIVE 28

PROVIDE SECURE AND CONVENIENT PARKING FACILITIES FOR BICYCLES.

Theft and vandalism of locked bicycles is a major problem in San Francisco. This ever-increasing threat is a significant deterrent to increased bicycle use. Cyclists will use their bicycles more frequently, and for more different types of trips, if they have a secure and reasonably convenient parking facility at their destination. Adequate parking is crucial to the increased and continued use of bicycles.

POLICY 28. 1

Provide secure bicycle parking in new governmental, commercial, and residential developments.

Bicycle parking should be provided in all new public and private buildings. The Planning Code establishes a requirement for bicycle parking facilities based upon the number of automobile parking facilities in new developments. Additional facilities, such as showers and storage lockers, should be provided as well. The requirement should reflect demand in areas of high potential bicycle use such as shopping facilities, recreational facilities, educational locations and employment sites. These requirements should also be maintained even when developers receive variances from existing parking requirements. These requirements should also be applied to applications for modifications of existing facilities, as well as to new construction.

POLICY 28. 2

Provide secure bicycle parking at existing city buildings and facilities and encourage it in existing commercial and residential buildings.

The city should encourage the owners of existing commercial and residential buildings to provide safe and secure bicycle parking, and encourage such building owners to provide storage lockers and shower facilities where feasible.

Managers of city buildings and other city facilities should endeavor to provide safe and convenient bicycle parking facilities at these locations. Storage lockers and shower facilities should be provided where feasible.

POLICY 28. 3

Provide parking facilities which are safe, secure, and convenient.

Bicycle parking facilities must provide reliable security, adequate bicycle support, safety, and must be conveniently located, preferably where bicycles are sheltered from the weather and visible to attendants and security guards. If these resources are present, bicyclists will use such bicycle parking in increasing numbers.

Proper bicycle parking design is critical to its usefulness and effectiveness. Bicycle parking must be of a design to support the bicycle without damage and permit at least the frame and one wheel to be locked with a U-lock. Bicycle parking facilities should be conveniently located at building entrances, provide sufficient space for access, and be physically separated from automobile areas.

POLICY 28. 4

Provide bicycle parking at all transit terminals.

Enabling bicycle access to transit connections encourages transit use and further decreases automobile use. In order for cyclists to consider using bicycle transportation to go to and from bus terminals,

BART stations, train stations, ferry terminals, and park-and-ride lots, such locations must provide safe and secure bicycle parking. Such parking should be ample and should be of a high security type.

OBJECTIVE 29

CITY GOVERNMENT SHOULD PLAY A LEADERSHIP ROLE IN INCREASING BICYCLE USE.

City government should play a leadership role in enabling more people to use the bicycle as their primary means of transportation. The city should provide the facilities, programs and regulatory structure to enable such use, and should encourage the use of bicycles for work trips as an alternative to city cars.

POLICY 29. 1

Consider the needs of bicycling and the improvement of bicycle accommodations in all city decisions and improve accommodation as much as possible.

Genuine recognition and active accommodation of bicyclists' needs by all city departments in decisions related to transportation and land use is essential to the development of a significant bicycle transportation presence in San Francisco. Often, minor and inexpensive adjustments at a project's design phase can provide considerable benefits to bicyclists. Furthermore, inclusion of accommodations for cyclists when a project is designed can avoid expensive retrofitting later.

POLICY 29. 2

Integrate bicycle planning into regular short-range and long-range planning activities for all city departments.

Every effort should be made to ensure that bicycle transportation is given thorough consideration in all planning activities. Full integration of bicycle transportation requires evaluation of the range of impacts which any transportation or development proposal may have upon bicycle use and bicyclists' safety. This applies not only to city departments but also to the various other entities whose activities affect mobility in San Francisco. Insofar as is possible, city departments should endeavor to develop an effective network of bicycle facilities and policies.

POLICY 29. 3

Designate appropriate staff to coordinate all bicycle related activities.

A successful bicycle program requires cooperation among a variety of city departments, including the Departments of City Planning, Parking and Traffic, Public Works, the Chief Administrator's Office, the Public Transportation Department, and the Transportation Authority, as well as various State and other government agencies. Appropriate staff should be designated to be responsible for the coordination of bicycle-related activities to ensure that projects and plans that involve many departments are carried out effectively.

POLICY 29. 4

Encourage non-cyclists to become cyclists and encourage cyclists to ride more often.

The city should create opportunities for new cyclists to have a positive bicycling experience, provide incentives for bicycle users, and promote public awareness and acceptance of bicycle transportation and recreational cycling. The city should establish programs to encourage bicycling by city employees including, where practical, for work-related travel, urge private employers to encourage and accommodate bicycle commuting (by providing, for example, incentives and parking, showers, and lockers), and encourage bicycle tourism through existing tourism promotion channels.

CITYWIDE PARKING

This section is organized to first address the Objectives and Policies related to parking citywide, then specifically to the distinct areas of downtown (primarily the area zoned C-3), and then the residential and commercial areas outside downtown.

OBJECTIVE 30

ENSURE THAT THE PROVISION OF NEW OR ENLARGED PARKING FACILITIES DOES NOT ADVERSELY AFFECT THE LIVABILITY AND DESIRABILITY OF THE CITY AND ITS VARIOUS NEIGHBORHOODS.

POLICY 30. 1

Assure that new or enlarged parking facilities meet need, locational and design criteria.

A proposed parking facility should be evaluated as carefully as other proposed additions to the transportation system. Proposed new or enlarged facilities should be reviewed according to Master Plan policies, and Planning Code criteria for parking facilities. The facility should not be developed unless the following criteria are met:

- There is a demonstrated demand for additional parking space in the surrounding area in relation to the supply provided or resulting from a specific development.
- All or part of this demand cannot reasonably be diverted to or served by existing transit service or transit which could reasonably be provided in the near future.
- This demand cannot be met by existing available facilities or more efficient use of existing facilities.
- In the case of desired accessory parking (i.e. parking customarily provided incidental to a permitted use and directly related to the activities conducted on the site of the use) its need is clearly established and not presumed.
- Provision of the facility does not result in the demolition of sound residential, commercial, and industrial buildings.
- The traffic generated by the facility will not create a substantial adverse effect on the surrounding city streets (especially residential streets) and corridors leading into the city.
- The facility, viewed in the local and citywide context of parking supplied and trips generated, will not discourage the possible diversion of current automobile users to transit.
- The location is appropriate in terms of adjacent land uses.
- The proposed site and facility are in close proximity to or readily accessible from freeway ramps or major arterials.
- Conflict between pedestrian and bicycle movements and driveways or ramps is minimized and additional auto traffic through areas of heavy pedestrian concentration is avoided.
- There is not substantial conflict with existing or future patterns of other forms of transportation, especially transit, and access avoids use of transit preferential streets.
- Consideration has been given to the inclusion of other uses in order to maximize use of scarce land resources and integrate the structure into the surrounding neighborhood.
- Access or egress is not primarily from streets or alleys having predominantly residential use.
- When a parking garage is proposed, the structure is in scale with existing structures in the area, and when located in commercial districts includes commercial frontage in order to avoid blank street level facades.
- The design and operating policy of the facility is such that vehicles can be admitted rapidly, to avoid the use of the street as a waiting area for entrance into the facility and to avoid the situation of automobiles idling for a long period of time.

- A portion of spaces is reserved for compact automobiles and motorcycles.
- Adequate provisions are made to accommodate parking and egress for people with mobility impairments.
- Secure, convenient bicycle parking is provided.
- All or portions of the facility are convertible to other uses if demand for parking is reduced in the future.
- An equity program for patrons and employees who do not use auto parking facilities is offered at establishments where private auto parking is validated or subsidized, such as the provision of transit fare validations or "cash-out".
- All relevant provisions of the Traffic Code and the ADA are met.

POLICY 30. 2

Discourage the proliferation of surface parking as an interim land use, particularly where sound residential, commercial or industrial buildings would be demolished pending other development.



As an integral part of the transportation system, the location of any parking supply must be evaluated in like terms to the location of any roadway or transit line. Where parking lots are temporary uses on land in the development process, autos are attracted to these areas, creating a travel pattern based on expected availability of parking, which creates even greater difficulties whenever such a temporary facility is eventually terminated.

POLICY 30. 3

Maximize the efficient use of land devoted to parking by consolidating adjacent surface lots and garages into a parking structure, possibly containing residential, commercial or other uses.

This applies both to existing and planned parking facilities. Surface parking may be particularly undesirable when it results in the demolition of needed housing or inexpensive industrial space suitable for incubator industry.

POLICY 30. 4

Restrict long term automobile parking at rapid transit stations in the city in favor of development of effective feeder transit service.

Many of the rapid transit stations in San Francisco are located in densely developed downtown areas or in residential or shopping areas where additional automobile impacts are undesirable. These stations are located in such a manner that they may generally be reached by San Francisco residents either by connecting transit or by walking. The commuter use of the automobile to park at a rapid transit station in San Francisco should be discouraged. While it is desirable to provide bicycle storage and parking facilities at rapid transit stations, long-term automobile parking facilities are undesirable because such facilities would attract automobile traffic and otherwise be disruptive to the neighborhoods where they would be located.

POLICY 30. 5

In any large development, allocate a portion of the provided off-street parking spaces for compact automobiles, vanpools, bicycles and motorcycles commensurate with standards that are, at a minimum, representative of their proportion of the city's vehicle population.

POLICY 30. 6

Make existing and new accessory parking available to nearby residents and the general public for use as short-term or evening parking when not being utilized by the business or institution to which it is accessory.

A major reservoir of parking spaces, accessory to particular businesses or institutions, is currently in use only during the daytime working hours of those particular businesses and remains vacant and inaccessible at other times. In many instances this space could be used in the evening by residents of the immediate neighborhood or their guests, and in the evening and on weekends by visitors and patrons of adjacent businesses that operate during those hours.

POLICY 30. 7

Limit and screen from view from public access areas parking facilities over the water, and near the water's edge where such parking interferes with public access.

Where feasible, existing and proposed non-maritime parking facilities over or near the water's edge that impede public visual or physical access to the Bay should be removed or relocated.

OBJECTIVE 31

ESTABLISH PARKING RATES AND OFF-STREET PARKING FARE STRUCTURES TO REFLECT THE FULL COSTS, MONETARY AND ENVIRONMENTAL, OF PARKING IN THE CITY.

POLICY 31. 1

Set rates to encourage short-term over long term automobile parking.

POLICY 31. 2

Where off-street parking near institutions and in commercial areas outside downtown is in short supply, set parking rates to encourage higher turnover and more efficient use of the parking supply.

POLICY 31. 3

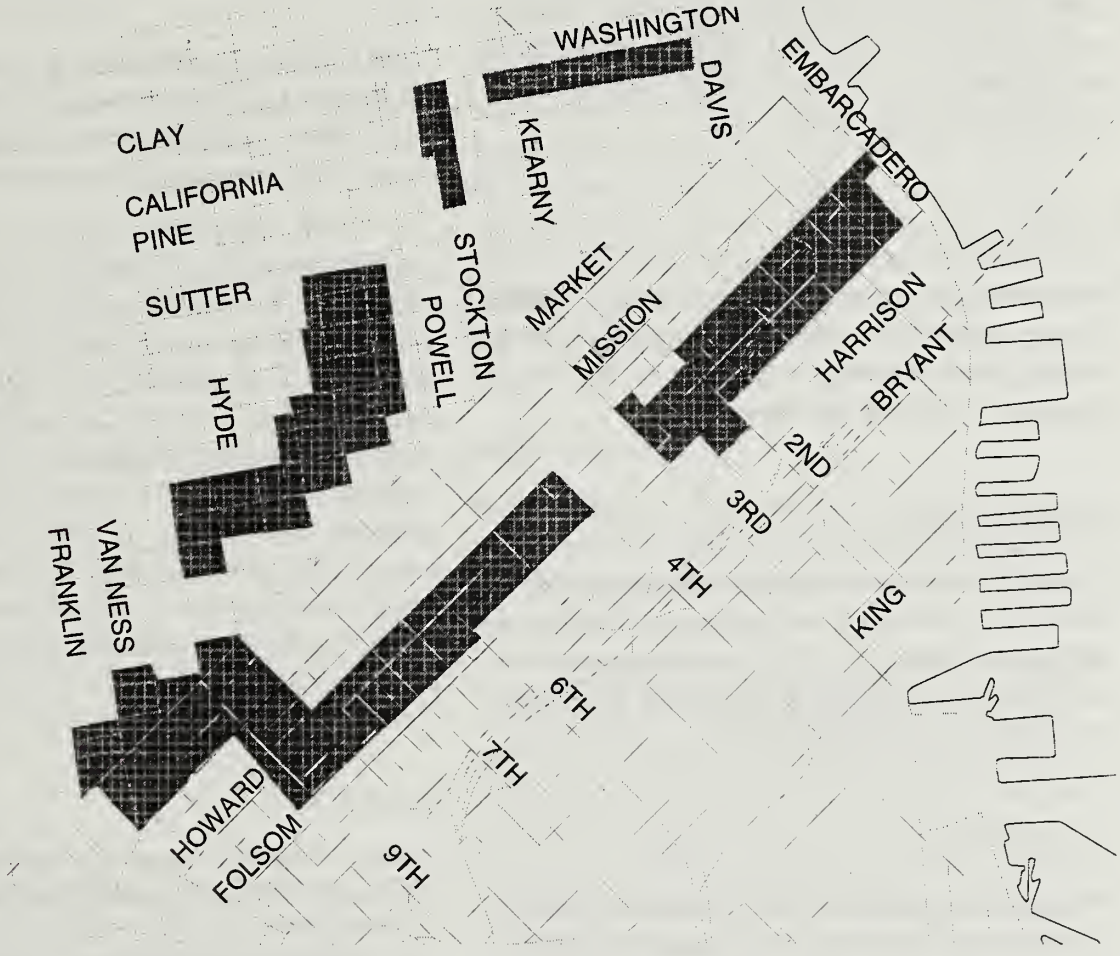
Encourage equity between drivers and non-drivers by offering transit fare validations and/or cash-out parking programs where off-street parking is validated or subsidized.

OBJECTIVE 32

LIMIT PARKING IN DOWNTOWN TO HELP ENSURE THAT THE NUMBER OF AUTO TRIPS TO AND FROM DOWNTOWN WILL NOT BE DETRIMENTAL TO THE GROWTH OR AMENITY OF DOWNTOWN.

POLICY 32. 1

Discourage new long-term commuter parking spaces for single-occupant automobiles in and around downtown. Limit the long-term parking spaces to the number that already exists.



DOWNTOWN SHORT-TERM PARKING BELT

Map 14

Short-Term Parking Belt*

*While parking is discouraged in the downtown core area, this map defines adjacent areas appropriate for short-term parking facilities. However, this map does not imply that parking is the preferred land use for these areas.

POLICY 32. 2

When it must be provided, locate any new long-term parking structures in the areas peripheral to downtown. Any new peripheral parking structures should be concentrated to make transit service convenient and efficient, connected to transit shuttle service to downtown, and provide preferred space and rates for van and car pool vehicles, bicycles and motorcycles.

POLICY 32. 3

Encourage short-term use of existing parking spaces within and adjacent to downtown by converting all-day commuter parking to short-term parking in areas of high demand.

POLICY 32. 4

Where residential streets that are adjacent to or within the downtown area are used for on-street, long-term commuter parking, implement measures to promote short-term parking and discourage long-term commuter parking.

POLICY 32. 5

When the priority functions of service vehicle access and pedestrian movement are sufficiently accommodated on downtown alleys, the function of remaining alley space should be designated for motorcycle parking, primarily short-term.

OBJECTIVE 33

CONTAIN AND LESSEN THE TRAFFIC AND PARKING IMPACT OF INSTITUTIONS ON SURROUNDING RESIDENTIAL AREAS.

Many institutions already have physical expansions planned, and the employment levels projected indicate that institutions will have even greater traffic and parking impacts on residential areas unless strong efforts are made to accommodate the employment growth by transit or other alternatives to the automobile.

POLICY 33. 1

Limit the provision of long-term automobile parking facilities at institutions and encourage such institutions to regulate existing facilities to assure use by short-term clients and visitors.

Although there are some trips to institutions which are appropriately made by automobile, especially for medical appointments and hospital visits, work trips should be made by transit wherever possible. Institutions should take effective measures to reduce the amount of traffic and parking generated by the development and should develop and implement transit action plans accordingly. In addition to the criteria for new parking facilities in Objective 30, Policy 1, new parking provided by institutions should be carefully designed to favor short-term, carpool or bicycle parking for trips which cannot reasonably be made on transit.

POLICY 33. 2

Protect residential neighborhoods from the parking impacts of nearby traffic generators.

Residents should be given preference in the use of residential neighborhood on-street parking spaces where traffic congestion and parking shortages generated by institutions, schools, shopping districts, recreational facilities or rapid transit stations have contributed to the deterioration of the residential environment. The preferential parking concept may reduce parking congestion in residential neighborhoods caused by long-term non-residential parkers, facilitate residents access to on-street parking close to their homes, provide for access to convenient parking by visitors of neighborhood residents and allow convenient parking for vehicles being used by people providing essential services to neighborhood residents.

OBJECTIVE 34

RELATE THE AMOUNT OF PARKING IN RESIDENTIAL AREAS AND NEIGHBORHOOD COMMERCIAL DISTRICTS TO THE CAPACITY OF THE CITY'S STREET SYSTEM AND LAND USE PATTERNS.

The increasing level of vehicle ownership by city residents indicates the need for improved transit services throughout the city. It also indicates the need for parking facilities is continuing and raises serious questions about the level of automobile ownership which can be supported by the street and parking system. Since much of the city's housing, especially in the more densely developed areas, was built prior to the time when the automobile became the dominant mode of travel, off-street parking spaces do not exist in adequate numbers. The size of many streets and the need to provide free flows for traffic limits the number of on-street spaces. Just as the street system cannot accommodate all potential traffic, so the city cannot provide for an unlimited level of automobile storage. A reasonable level must be provided for and measures should be considered to discourage vehicle accumulations beyond that level.

POLICY 34. 1

Regulate off-street parking in new housing so as to guarantee needed spaces without requiring excesses and to encourage low auto ownership in neighborhoods that are well served by transit and are convenient to neighborhood shopping.

Some neighborhoods have large numbers of persons using transit to go to work and have significant numbers of no-auto or one-auto households. This pattern should be encouraged and reflected in off-street residential parking requirements, and in the provision for safe, secure bicycle parking facilities for all residential units.

Use of common parking facilities for several buildings should be encouraged where existing buildings can be used for this purpose in nearby commercial areas. There may be a place for public provision and leasing of long-term resident parking in already developed parking facilities in high-density neighborhoods.

POLICY 34. 2

Use existing street space to increase residential parking where off-street facilities are inadequate.

Local streets are of such width in many areas that improved parking conditions can be obtained by shifting from parallel to diagonal or perpendicular parking without a major investment. Care must be taken, however, to avoid conflicts with transit operations and safe bicycle movement, and to ensure that the street is more than a parking lot. Proper landscaping is required to prevent lights from shining into dwellings at night and breaks in rows of cars should be provided to avoid the monotony and unsightliness of unending rows of vehicles.

POLICY 34. 3

Permit minimal or reduced off-street parking supply for new buildings in residential and commercial areas adjacent to transit centers and along transit preferential streets.

Where there is a high concentration of transit service, as in the northeastern portions of the city, census tract figures indicate that residents are less likely to own automobiles and more likely to use public transit. High-density housing and housing for the elderly are already eligible for reductions in the standard provisions for off-street parking, enabling the building sponsors to build more economically. These buildings should be encouraged where transit service is plentiful and comprehensive.

POLICY 34. 4

Where parking demand is greatest in city neighborhoods, consider wide-scale transit improvements as an alternative to additional parking garages as part of a balanced solution.

A great demand for parking in city neighborhoods indicates that available transit services are insufficiently attractive or convenient. Transit improvements could not effectively relieve or replace the demand for expanded off-street parking unless

they were extensive and well-connected to local cross-town and radial transit lines and regional transit.

POLICY 34. 5

Minimize the construction of new curb cuts in areas where on-street parking is in short supply and locate them in a manner such that they retain or minimally diminish the number of existing on-street parking spaces.

It is desirable to maintain a balance in the supply of adequate on- and off-street parking. The creation of curb cuts to increase the supply of off-street parking often deprives the neighborhood of a community on-street parking space in exchange for a private one. New buildings may be designed so that entrances to off-street parking are pooled or configured to minimize curb cuts and preserve the supply of on-street parking.

OBJECTIVE 35

MEET SHORT-TERM PARKING NEEDS IN NEIGHBORHOOD SHOPPING DISTRICTS CONSISTENT WITH PRESERVATION OF A DESIRABLE ENVIRONMENT FOR PEDESTRIANS AND RESIDENTS.

POLICY 35. 1

Provide convenient on-street parking specifically designed to meet the needs of shoppers dependent upon automobiles.



Automobile use is often necessary for shopping trips involving the purchase of bulky items such as groceries or where there are many stops to be made at different places far apart. Where additional short-term parking is demonstrated to be needed and essential to a shopping district, it should be provided at the least economic and environmental cost to the neighborhood and the city. As an alternative, however, retail delivery services should be encouraged.

POLICY 35. 2

Assure that new neighborhood shopping district parking facilities and other auto-oriented uses meet established guidelines.

In addition to the criteria for new parking facilities in Objective 30, Policy 1, the following guidelines should be considered in the review of proposed new facilities in Neighborhood Commercial Districts.

- Parking Facilities should be located to provide convenient access to desired shopping destinations. However, they should be located in such a manner that lessens the amount of traffic traveling through the district, does not disrupt the continuity of the shopping district, and that neither gives it priority over nor impedes access to destinations for persons arriving by transit, bicycle or on foot.
- Multiple use of parking structures and lots should be provided wherever feasible. The use of roof tops of garage structures as game/play areas in densely populated neighborhoods, use of surface parking lots as tennis courts or soccer fields on days when the shopping districts are closed, or use of the facilities for resident parking in the evening are all possibilities which should be considered.
- The location and configuration of curb cuts and entrances to off-street parking should be designed to minimize safety hazards and access conflicts to pedestrians, transit operations and bicyclists, and to be sensitive to the design and scale of the urban streetscape.

URBAN GOODS MOVEMENT

This section is aimed at improving the movement of goods (as distinct from people) by all modes to, from, within, and through San Francisco. Although the Transportation Element is primarily focused on person movements, much of our public infrastructure for transportation serves the movement of both people and freight. Managing urban goods movement serves to enhance economic development, reduce traffic congestion, and contribute to other social goals. Adverse effects such as traffic accidents, noise, vibration, emissions and truck intrusion into residential areas are concerns which must be addressed.

These objectives and policies highlight issues related to intra-urban goods transport internal to San Francisco. This section also distinguishes between traffic with both origin and destination in the city's boundaries, such as unloading/pickup activities downtown, and goods transport of greater distances. The movement of goods to and from the San Francisco Bay Area involves other transportation modes in addition to roads, including intermodal freight terminals at port piers and backlands, rail terminals and airports. San Francisco in particular, with its peninsular location, poses complicated challenges in the development of routes, facilities and access points. Enhanced connections to consolidated intermodal terminals, multiple rail servers and regional highways are key to the efficient movement of goods.

Across the country and, in particular, for San Francisco, future trends in the movement of urban freight can be characterized as follows: An increasing suburbanization and containerization of urban freight warehousing; a growth in location dependent service industries; policy debate on the preservation of industrial zones; a move toward "just in time" production methods; customers demanding higher levels of capacity, frequency, punctuality, reliability and flexibility to accommodate the higher value of goods which modern industry is producing; a proliferation of commercial and courier vehicles; telecommuting and its potential impacts on the demand for courier and messenger services; increasing awareness and regulation of hazardous materials transport; rising costs of waste disposal; increased importance of infrastructure upgrades and the associated logistical problems; accelerated pressure for parking and curbside facilities; and a greater community concern about the impacts of the freight industry.

OBJECTIVE 36

PROMOTE FREIGHT DELIVERY/PICKUP TRAFFIC AS NECESSARY FOR THE ECONOMIC VITALITY OF SAN FRANCISCO AND THE BAY REGION.

POLICY 36. 1

Support urban goods movement networks in San Francisco, especially in the areas reserved for industrial development and in neighborhood commercial districts.



POLICY 36. 2

Coordinate with appropriate governmental agencies to anticipate and accommodate the needs of both local and through freight traffic in future growth areas in San Francisco.

POLICY 36. 3

Encourage and facilitate the bicycle as a courier vehicle in congested areas, especially in the downtown area.

Bicycle messenger services are often the fastest, most efficient and most economical means of transporting small goods, particularly in the downtown area. Provisions for safe and comfortable bicycle -- as well as pedestrian -- movement should be made in the design and improvement of streets.

OBJECTIVE 37

CREATE A PHYSICAL AND ECONOMIC ENVIRONMENT CONDUCIVE TO THE EXPANSION OF SAN FRANCISCO'S INDUSTRIAL, MARITIME, AND AIRPORT ACTIVITIES BY ENSURING TRUCK/SERVICE VEHICLE AND RAIL ACCESS AND EGRESS TO THESE USES.

POLICY 37. 1

Provide sufficient curbside and off-street facilities to rail, piers and air terminals where freight movement is dominant, and particularly where it conflicts with other transportation modes and functions.

POLICY 37. 2

Improve and maintain intermodal rail freight handling capacity to the Port and other industrial areas by improving bridges and tunnels along the waterfront to accommodate all types of freight rail cargo.

POLICY 37. 3

Enhance access and circulation between highways, freight facilities and intermodal transfer points on the waterfront for trucks and other service vehicles.

POLICY 37. 4

Promote water-based transportation such as freight ferries and waterfront shuttles between San Francisco and other waterfront terminals around the Bay to supplement land-based modes of freight travel.

Shuttling freight across the bay by "freight" ferries between Bay Area ports and landside railheads allows for the transfer, staging and intermodal movement of goods at a greater number of Bay Area locations, including San Francisco. Such efforts would strengthen the ports of the region as a whole, and help make them competitive with other metropolitan ports on the West Coast.

OBJECTIVE 38

DEVELOP AND MAINTAIN SELECTED MAJOR AND SECONDARY ARTERIALS TO PROVIDE EFFICIENT AND DIRECT ROUTES FOR TRUCKS/SERVICE VEHICLES INTO AND THROUGH SAN FRANCISCO WITHOUT DISTURBING NEIGHBORHOOD AREAS AND INHIBITING THE SAFE MOVEMENT OF TRANSIT VEHICLES, BICYCLES AND PEDESTRIANS.

POLICY 38. 1

Improve the existing regional network of truck routes by making designated routes in San Francisco convenient for non-local freight trips with the aim of making the routes direct and connected to other routes.

POLICY 38. 2

Reduce truck trips through San Francisco that have origins and destinations outside the City and the peninsula by promoting viable alternate truck routes and access across bay bridges that are not as subject to traffic congestion as the Bay Bridge and the Golden Gate Bridge.

Many freight trips through the Bay Area that do not need to travel to San Francisco or the peninsula may be made more quickly and efficiently by taking routes such as 680 or I-5 that bypass the congested

conditions of the bridges and freeways in the central Bay Area.

OBJECTIVE 39

MAKE FREEWAY AND MAJOR SURFACE STREET IMPROVEMENTS TO ACCOMMODATE AND ENCOURAGE TRUCK/SERVICE VEHICLE TRAFFIC IN INDUSTRIAL AREAS AWAY FROM RESIDENTIAL NEIGHBORHOODS.

POLICY 39. 1

Establish and maintain advisory truck routes, with clear signage, between industrial areas and freeway interchanges to enhance truck access and to clearly and visibly attract truck traffic away from residential neighborhoods.

POLICY 39. 2

Accommodate heavy vehicles with extra-legal loads on major truck routes by ensuring vertical clearances, appropriate intersection design for maneuvering and providing signal timing to allow smooth truck progression.

POLICY 39. 3

Implement measures to reduce adverse affects from trucks/service vehicles and rail traffic by enforcing restrictions on certain routes, specific areas or times of day.

OBJECTIVE 40

ENFORCE A PARKING AND LOADING STRATEGY FOR FREIGHT DISTRIBUTION TO REDUCE CONGESTION AFFECTING OTHER VEHICULAR TRAFFIC AND ADVERSE IMPACTS ON PEDESTRIAN CIRCULATION.



POLICY 40.1

Provide off-street facilities for freight loading and service vehicles on the site of new buildings sufficient to meet the demands generated by the intended uses. Seek opportunities to create new off-street loading facilities for existing buildings.

One way to address deficiencies in freight-loading facilities for existing buildings is to make short-term parking for loading and deliveries a high priority use of adjacent curb space.

POLICY 40. 2

Discourage access to off-street freight loading and service vehicle facilities from transit preferential streets, or pedestrian-oriented streets and alleys by providing alternative access routes to facilities.

POLICY 40. 3

Off-street loading facilities and spaces in the downtown area should be enclosed and accessible by private driveways designed to minimize conflicts with pedestrian, transit and automobile traffic.

POLICY 40. 4

Driveways and curb cuts should be designed to avoid maneuvering on sidewalks or in street traffic, and when crossing sidewalks, they should be only as wide as necessary to accomplish this function.

POLICY 40. 5

Loading docks and freight elevators should be located conveniently and sized sufficiently to maximize the efficiency of loading and unloading activity and to discourage deliveries into lobbies or ground floor locations except at freight-loading facilities.

POLICY 40. 6

Encourage consolidation of freight deliveries and night-time deliveries in the downtown C-3 zoning districts to increase efficiency of freight movement and reduce congestion.

POLICY 40. 7

Strictly enforce yellow and special truck loading zones throughout San Francisco to facilitate delivery/pickups and reduce traffic congestion caused by double-parking.

POLICY 40. 8

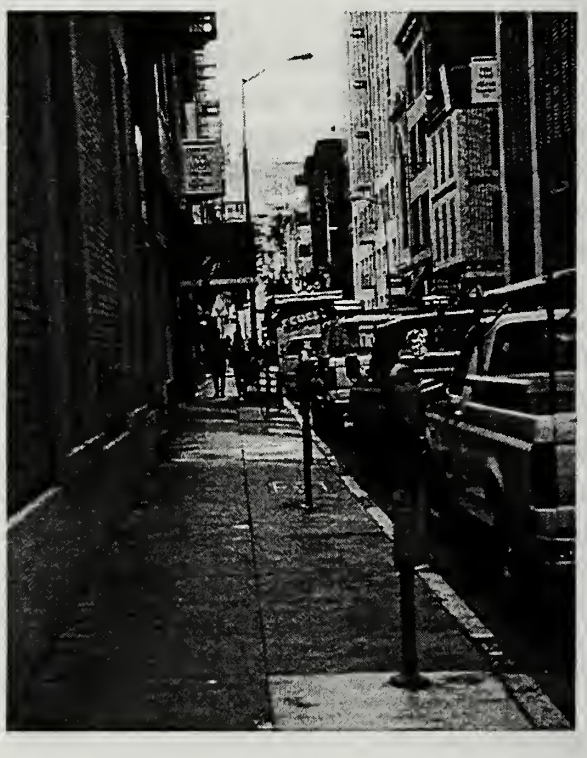
Provide limited curbside loading spaces to meet the need for short-term courier deliveries/pickup.

One of the major sources of transit operation and traffic conflicts is the extent of double-parking by courier services and other short-term delivery vehicles. Places of business that use courier service extensively should accommodate deliveries, pick-ups and drop-offs through the provision of on-street or off-street parking and loading space.

POLICY 40. 9

Where possible, mitigate the undesirable effects of noise, vibration and emission by limiting late evening and early hour loading and unloading in retail, institutional, and industrial facilities abutting residential neighborhoods.

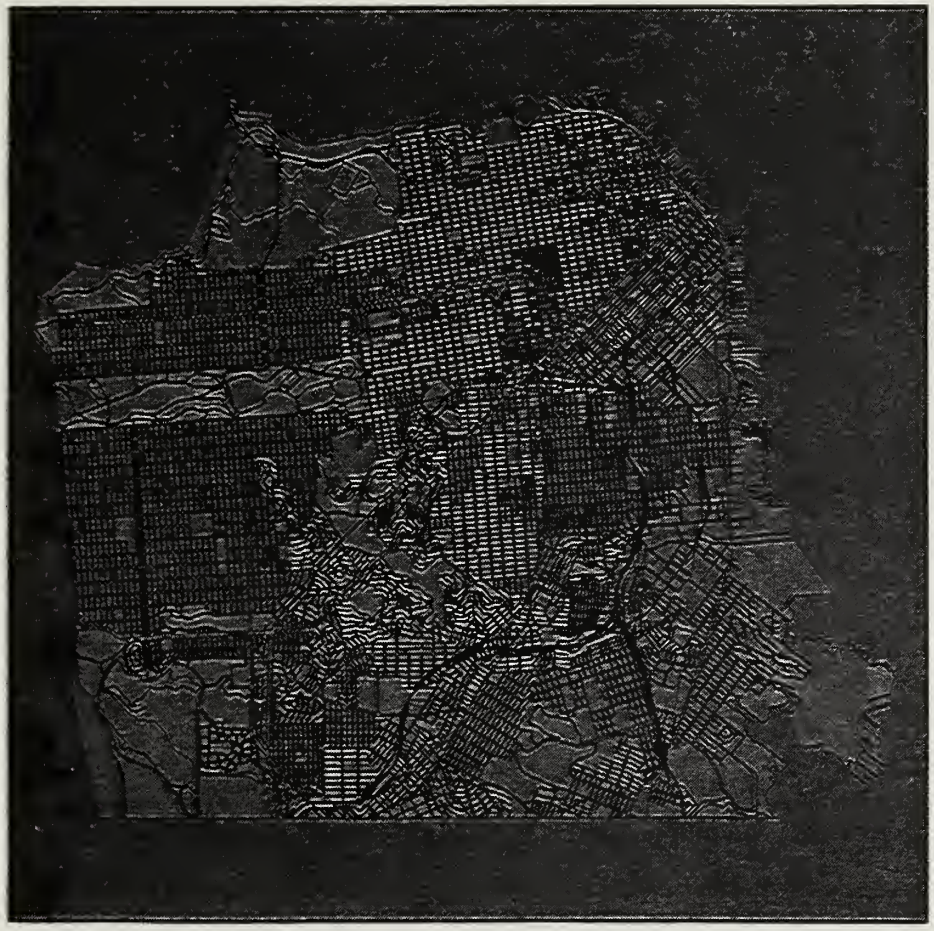
This policy presents conflicts that need to be worked out on a case-by-case basis as a balance between the livability of these residential neighborhoods and goods movement activity. In certain areas, deliveries may be confined to early evening post-peak hours without difficulty, but on the other hand, intensive truck traffic and freight rail movement must occur during off-peak hours because of congestion on highways and shared passenger/freight rail facilities during the day.




N POINT
BAY
LOMBARD
RICHARDSON
PACIFIC COAST HWY
COLUMBUS
EMBARCADERO
BROADWAY
WASHINGTON
CLAY
DRUMM
SACRAMENTO
CALIFORNIA
PINE
KEARNY
MONTGOMERY
HOWARD
FOLSOM
1ST
2ND
3RD
4TH
5TH
6TH
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18TH
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20TH
21ST
22ND
23RD
24TH
DIVISION
CESAR CHAVEZ (CRTMY)
EVANS
ARKANSAS
ARMSTRONG
ARELIOUS
ARTHUR
ARVIEW
ARLINGTON
ARMOND
ARNOLD
ARONA
ARPELO

URBAN DESIGN

URBAN DESIGN



URBAN DESIGN

AN ELEMENT OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO



URBAN DESIGN

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THE CITY AND COUNTY OF SAN FRANCISCO

DEPARTMENT OF CITY PLANNING

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URBAN DESIGN

INTRODUCTION

Nature and Purpose

The Urban Design Element concerns the physical character and order of the city, and the relationship between people and their environment.

San Francisco's environment is magnificent, and the city is a great city, but the unique relationships of natural setting and man's past creations are extremely fragile. There are constant pressures for change, some for growth, some for decay.

The Urban Design Element is concerned both with development and with preservation. It is a concerted effort to recognize the positive attributes of the city, to enhance and conserve those attributes, and to improve the living environment where it is less than satisfactory. The Plan is a definition of quality, a definition based upon human needs.

This is a general plan, responding to issues relating to City Pattern, Conservation, Major New Development, and Neighborhood Environment. In the case of each of these four types of issues, the Element contains:

1. A review and definition of essential *human needs*;

2. An overall *objective* toward which both public and private efforts must be directed if the human needs are to be met and San Francisco's special characteristics are to be recognized, enhanced and conserved;

3. *Fundamental principles*, with graphic illustrations, reflecting the needs and characteristics with which the Plan is concerned, and describing the measurable and critical design relationships among parts of the environment such as open spaces, buildings, hills and streets; and

4. A series of *policies* necessary to achieve or approach the overall objective, which acknowledge the needs and principles, and which provide a continuing guide and directive for public and private decisions pursuant to this Element.

CITY PATTERN

HUMAN NEEDS

The agreeable pattern of San Francisco's appearance is, perhaps above all, what makes this a city with feeling. The pattern is a visual framework composed of the natural base upon which the city rests, together with man's development. In some ways the pattern is seen in two dimensions as though it were a map; in other ways it has a sculptural or three-dimensional form.



To describe the pattern is not to describe a rigid order, for rigidity will not produce a city meant for human needs. Rather than rigidity, the sense is one of balance and compatibility, with diverse and even random features fitting together to form the whole. The pattern is made up of:

WATER, the Bay and Ocean, which are boundaries for the city and a part of its climate and way of life. The water is open space, a focus of major views and a place of human activity.

HILLS AND RIDGES, which allow the city to be seen, define districts, and more than any other feature produce the variety that is characteristic of San Francisco. The central mass of Twin Peaks separates the city into quadrants, for example, while Telegraph Hill, Sunset Heights and Potrero Hill are neighborhoods. In the topographic form of the city, the valleys and plains are as important as the hills, for they define their own districts and give the hills their visual meaning.

OPEN SPACES AND LANDSCAPED AREAS, whose dark green patterns enrich the color of the city and define and identify hills, districts and places for recreation. These areas may be large, as at the Presidio, Lake Merced and Golden Gate Park, smaller but still prominent as at Bayview Hill and Alta Plaza, or mixed with buildings as on the slopes of Russian Hill and Buena Vista.

STREETS AND ROADWAYS, which unify the pattern, emphasize the hills and valleys, provide vistas and open space and determine the character of development. Streets and roadways are of many types, each with its own functions and characteristics, and together they make up a system that accommodates man's movements and joins the districts of the city.

BUILDINGS AND STRUCTURES and clusters of them, which reflect the character of districts and centers for activity, provide reference points for human orientation, and may add to (but can detract from) topography and views. Some buildings and structures, such as the Golden Gate and Bay Bridges, Coit Tower, the Palace of Fine Arts and City College, stand out as single features of community importance, while elsewhere the dominant pattern of man's development is a light-toned texture of separate shapes blended and articulated over the landscape.

People perceive this pattern from many places and during many activities; from their homes and neighborhoods, from parks and the shoreline during recreation, from places of work, from the streets while traveling, and from entranceways and observation points while visiting the city.

The uses and benefits of the city pattern are many and profound. This pattern is, first of all, bound up in the image and character of the city. To weaken or destroy the pattern would make San Francisco a vastly different place.

Second, the city pattern has important psychological effects upon residents of the city. It provides organization and measured relationships that give a sense of place and purpose and reduce the degree of stress in urban life. Outlooks upon a pleasant and varied pattern provide for an extension of individual consciousness and personality, and give a comforting sense of living with the environment.

SUMMARY OF OBJECTIVES AND POLICIES

CITY PATTERN

OBJECTIVE 1

EMPHASIS OF THE CHARACTERISTIC PATTERN WHICH GIVES TO THE CITY AND ITS NEIGHBORHOODS AN IMAGE, A SENSE OF PURPOSE, AND A MEANS OF ORIENTATION.

POLICY 1

Recognize and protect major views in the city, with particular attention to those of open space and water.

POLICY 2

Recognize, protect and reinforce the existing street pattern, especially as it is related to topography.

POLICY 3

Recognize that buildings, when seen together, produce a total effect that characterizes the city and its districts.

POLICY 4

Protect and promote large-scale landscaping and open space that define districts and topography.

POLICY 5

Emphasize the special nature of each district through distinctive landscaping and other features.

POLICY 6

Make centers of activity more prominent through design of street features and by other means.

POLICY 7

Recognize the natural boundaries of districts, and promote connections between districts.

POLICY 8

Increase the visibility of major destination areas and other points for orientation.

POLICY 9

Increase the clarity of routes for travelers.

POLICY 10

Indicate the purposes of streets by means of a citywide plan for street landscaping.

POLICY 11

Indicate the purposes of streets by means of a citywide plan for street lighting.

CONSERVATION

OBJECTIVE 2

CONSERVATION OF RESOURCES WHICH PROVIDE A SENSE OF NATURE, CONTINUITY WITH THE PAST, AND FREEDOM FROM OVERCROWDING.

POLICY 1

Preserve in their natural state the few remaining areas that have not been developed by man.

POLICY 2

Limit improvements in other open spaces having an established sense of nature to those that are necessary, and unlikely to detract from the primary values of the open space.

POLICY 3

Avoid encroachments on San Francisco Bay that would be inconsistent with the Bay Plan or the needs of the city's residents.

POLICY 4

Preserve notable landmarks and areas of historic, architectural or aesthetic value, and promote the preservation of other buildings and features that provide continuity with past development.

POLICY 5

Use care in remodeling of older buildings, in order to enhance rather than weaken the original character of such buildings.

POLICY 6

Respect the character of older development nearby in the design of new buildings.

POLICY 7

Recognize and protect outstanding and unique areas that contribute in an extraordinary degree to San Francisco's visual form and character.

POLICY 8

Maintain a strong presumption against the giving up of street areas for private ownership or use, or for construction of public buildings.

POLICY 9

Review proposals for the giving up of street areas in terms of all the public values that streets afford.

POLICY 10

Permit release of street areas, where such release is warranted, only in the least extensive and least permanent manner appropriate to each case.

MAJOR NEW DEVELOPMENT

OBJECTIVE 3

MODERATION OF MAJOR NEW DEVELOPMENT TO COMPLEMENT THE CITY PATTERN, THE RESOURCES TO BE CONSERVED, AND THE NEIGHBORHOOD ENVIRONMENT.

POLICY 1

Promote harmony in the visual relationships and transitions between new and older buildings.

POLICY 2

Avoid extreme contrasts in color, shape and other characteristics which will cause new buildings to stand out in excess of their public importance.

POLICY 3

Promote efforts to achieve high quality of design for buildings to be constructed at prominent locations.

POLICY 4

Promote building forms that will respect and improve the integrity of open spaces and other public areas.

POLICY 5

Relate the height of buildings to important attributes of the city pattern and to the height and character of existing development.

POLICY 6

Relate the bulk of buildings to the prevailing scale of development to avoid an overwhelming or dominating appearance in new construction.

POLICY 7

Recognize the special urban design problems posed in development of large properties.

POLICY 8

Discourage accumulation and development of large properties, unless such development is carefully designed with respect to its impact upon the surrounding area and upon the city.

POLICY 9

Encourage a continuing awareness of the long-term effects of growth upon the physical form of the city.

NEIGHBORHOOD ENVIRONMENT

OBJECTIVE 4

IMPROVEMENT OF THE NEIGHBORHOOD ENVIRONMENT TO INCREASE PERSONAL SAFETY, COMFORT, PRIDE AND OPPORTUNITY

POLICY 1

Protect residential areas from the noise, pollution and physical danger of excessive traffic.

POLICY 2

Provide buffering for residential properties when heavy traffic cannot be avoided.

POLICY 3

Provide adequate lighting in public areas.

POLICY 4

Design walkways and parking facilities to minimize danger to pedestrians.

POLICY 5

Provide adequate maintenance for public areas.

POLICY 6

Emphasize the importance of local centers providing commercial and government services.

POLICY 7

Encourage and assist in voluntary programs for neighborhood improvement.

POLICY 8

Provide convenient access to a variety of recreation opportunities.

POLICY 9

Maximize the use of recreation areas for recreational purposes.

POLICY 10

Encourage or require the provision of recreation space in private development.

POLICY 11

Make use of street space and other unused public areas for recreation.

POLICY 12

Install, promote and maintain landscaping in public and private areas.

POLICY 13

Improve pedestrian areas by providing human scale and interest.

POLICY 14

Remove and obscure distracting and cluttering elements.

POLICY 15

Protect the livability and character of residential properties from the intrusion of incompatible new buildings.

The pattern also helps people to identify districts and neighborhoods, particularly those in which they themselves live. Recognition of such areas by their prominent features, their edges and their centers for activity breaks up a large and intense city into units that are visually and psychologically manageable. Furthermore, awareness of districts and neighborhoods increases the pride in one's area and in one's own life.

People also have a need to understand their city, its logic and its means of cohesion. They need to know where to find activities, and how to reach their destinations in shopping areas, downtown, at institutions and at places of entertainment and recreation. The city pattern helps them find their way, without inconvenience or lost time, letting them see the routes to be taken. Travel congestion is reduced if the best routes are easily found, and safety is increased.

Two of the controllable elements that help strengthen the city pattern are visually prominent landscaping and street lighting. Because these elements can be so easily affected in a positive way by human actions, and especially by programs of the City government, they are given important attention in the policies of this Element. Opportunities for use of these elements are by no means fully realized now, and systems for landscaping and lighting are incomplete. As a consequence, parts of the city pattern that otherwise would be easily read are unclear, and the functions of the street system are apt to be confused both by day and at night. In addition, some areas of the city are favored by the amenities produced by good landscaping and lighting systems while others are not.





The human needs outlined above for the city pattern are further addressed by the fundamental principles that follow, and by the policies that conclude this section of The Urban Design Element. In certain ways they are addressed, as well, in the other three sections of the Element: by policies dealing with conservation of resources that are part of the city pattern; policies for moderation of major new development to enhance rather than detract from the city pattern; and policies to make the pattern more perceptible in the neighborhood environment. Such an interchange of needs and policies occurs throughout the sections of the Element, for the Element is a unified document and its sections are closely related.

OBJECTIVE

OBJECTIVE 1

EMPHASIS OF THE CHARACTERISTIC PATTERN WHICH GIVES TO THE CITY AND ITS NEIGHBORHOODS AN IMAGE, A SENSE OF PURPOSE, AND A MEANS OF ORIENTATION.

San Francisco has an image and character in its city pattern which depend especially upon views, topography, streets, building form and major landscaping. This pattern gives an organization and sense of purpose to the city, denotes the extent and special nature of districts, and identifies and makes prominent the centers of human activity. The pattern also assists in orientation for travel on foot, by automobile and by public transportation. The city pattern should be recognized, protected and enhanced.

FUNDAMENTAL PRINCIPLES FOR CITY PATTERN

These fundamental principles and their illustrations reflect the needs and characteristics with which this plan is concerned, and describe measurable and critical urban design relationships in the city pattern.

1. The city's overall visual structure can be strengthened and enhanced by use of large-scale planting on certain streets and open spaces.



2. Street layouts and building forms which do not emphasize topography reduce the clarity of the city form and image.

   A: Tall, slender buildings at the tops of hills and low buildings on the slopes and in valleys accentuate the form of the hills.

   B: Contour streets on hills align buildings to create a pattern of strong horizontal bands that conflict with the hill form.



3. Clearly visible open spaces act as orientation points, and convey information about the presence of recreation space to motorists and pedestrians.

   COMMENT: Because Buena Vista Park is visible from many parts of the city, it is often used as a point of reference. The foliage, in contrast to the surrounding developed areas, indicates the proximity of recreational means.

4. Where large parks occur at tops of hills, lowrise buildings surrounding them will preserve views from the park and maintain visibility of the park from other areas of the city.

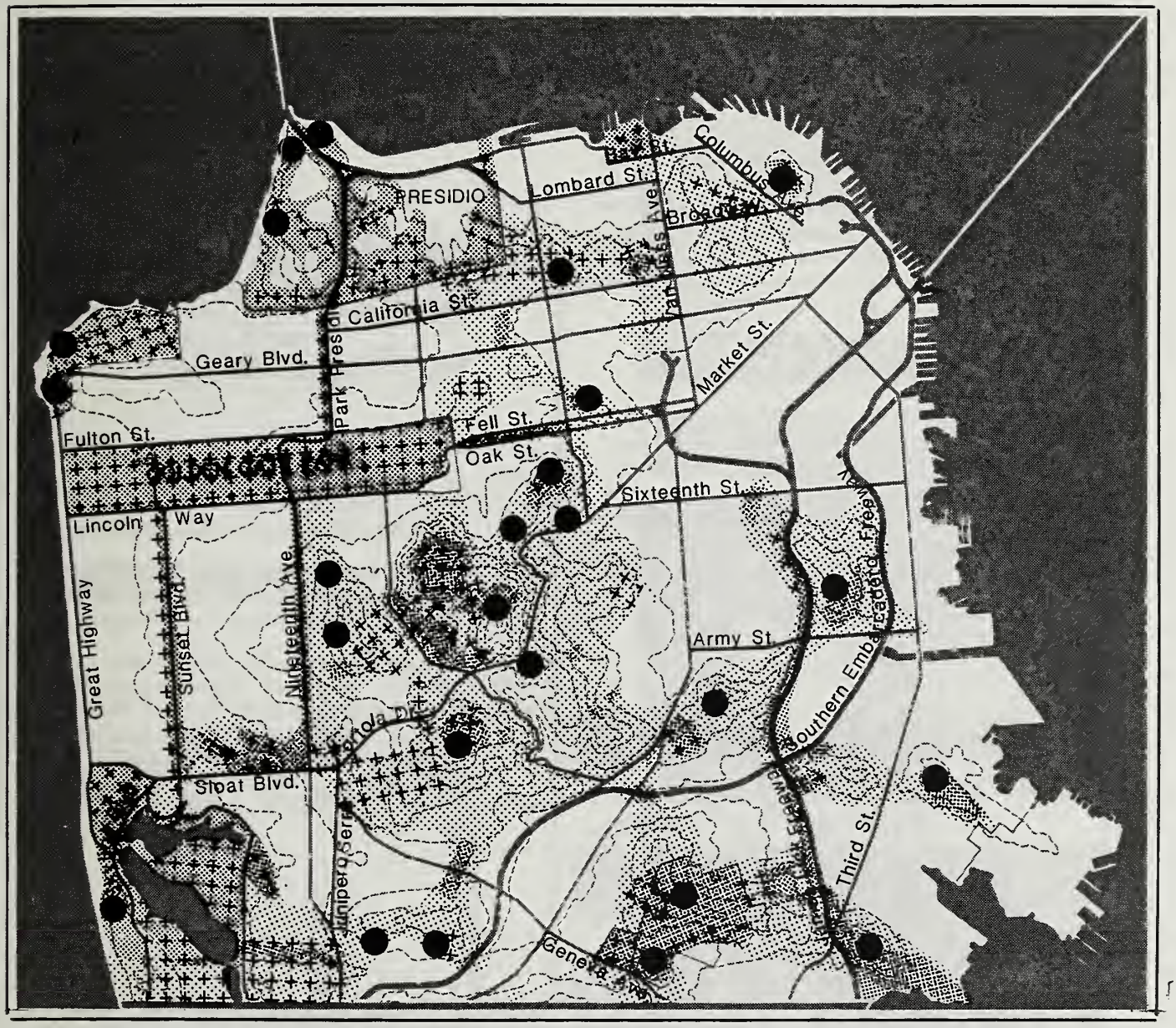
   COMMENT: Areas around Mount Davidson and Twin Peaks have a pattern of low development. The hilltops are therefore citywide focal points of natural landscape, functioning much as Telegraph Hill's summit does in the North Beach area.



5. Street spaces impart a unifying rhythm to the pattern and image of the city.

6. Landscaped pathways can visually and functionally link larger open spaces to neighborhoods.

   COMMENT: The roadside planting of Park Presidio and Sunset Boulevard, and the landscape connections between Mount Sutro, Twin Peaks, Laguna Honda and Glen Canyon are examples of a system that links parks and other open spaces to one another. Such linkages, creating strong defining features, can be extended to other parts of the city.



PLAN TO STRENGTHEN CITY PATTERN THROUGH VISUALLY PROMINENT LANDSCAPING

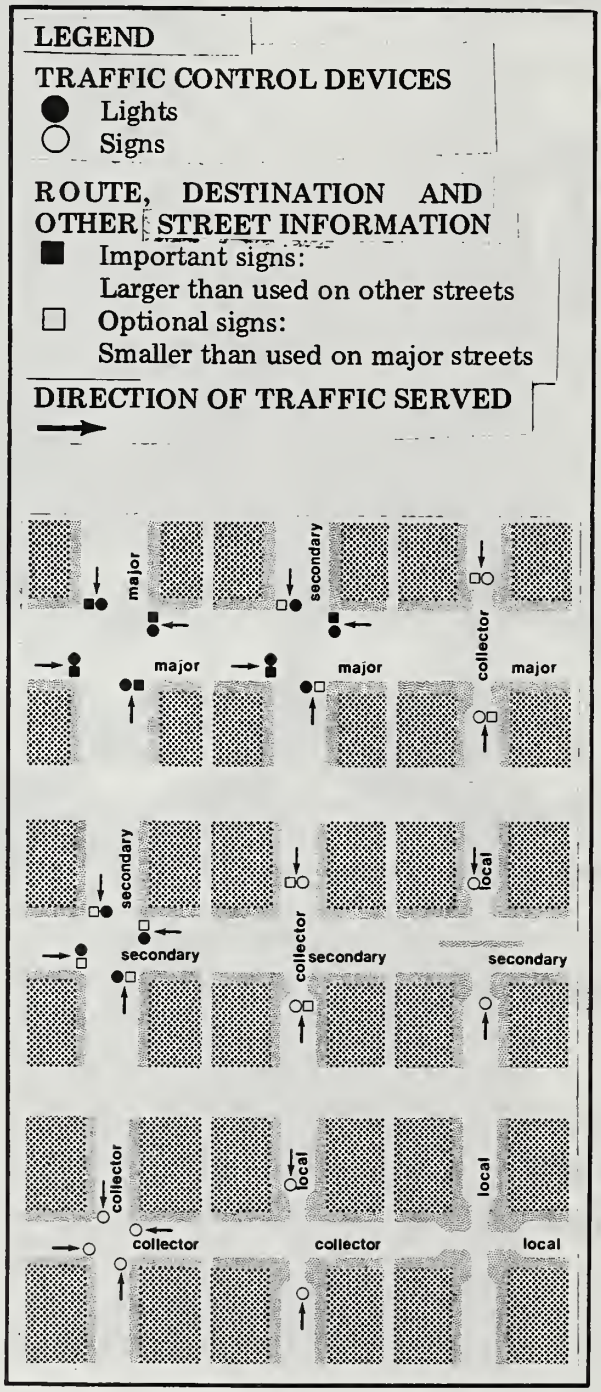
Map 1

PUBLIC	PRIVATE	
		Existing Landscaping to be Preserved
		New Landscaping to be Installed or Encouraged
●		Important Vista Points to be Protected

0 ONE MILE

20. The width of intersecting streets, the information displayed on street signs, and the type and location of traffic control elements can indicate the function and relative importance of streets.

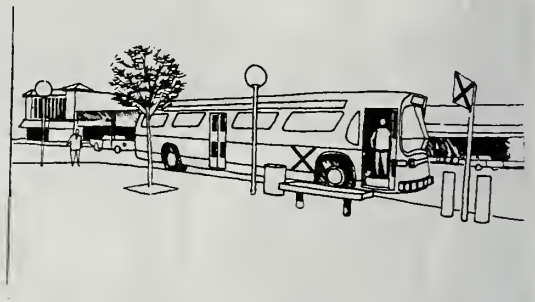
COMMENT: These diagrams illustrate how the relative importance of streets can be expressed at intersections. For some intersection conditions different arrangements of curb alignment, control devices or information may be required.



21. Transit routes, stops and transfer points can be more easily understood and remembered if they are distinctively identified by signs, landscaping and illumination.



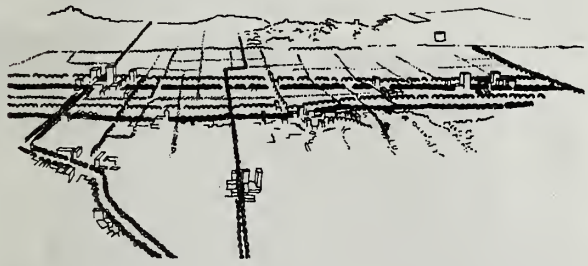
A: Attractive, easily seen symbols at bus stops that indicate the type of service and the route can facilitate use of the transit system.



B: The importance of transfer points can be expressed by the amount and type of landscaping, provision of shelters for waiting passengers, and nighttime lighting.



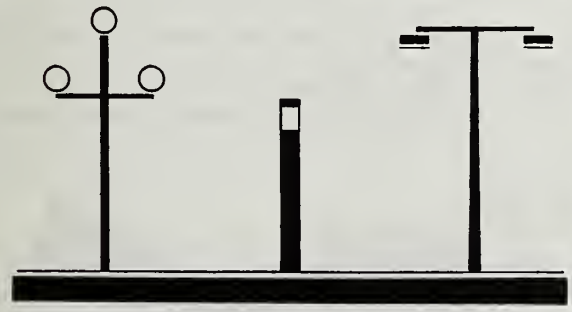
7. The pattern of major streets can be made more visible and apparent to users of the street system if the landscaping and lighting of major streets is different from that of local streets.

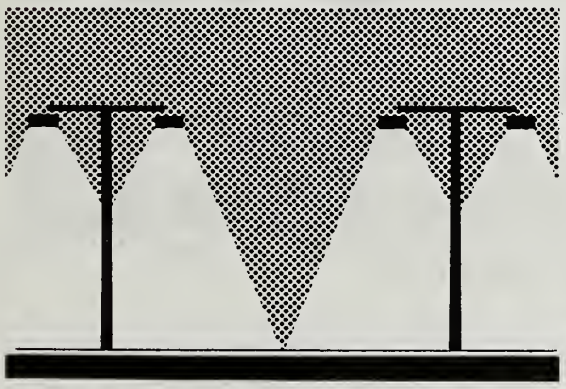


A: The consistent use of one type of tree, planted in regular intervals, can impart a sense of order and continuity appropriate to major through streets.

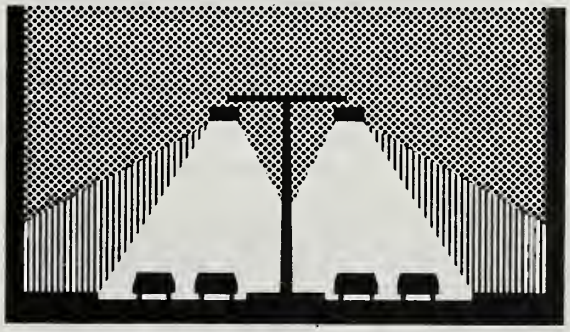
B: Informal, diverse patterns of planting and varieties of plant materials can act as an appropriate indication of local residential streets.

C: The difference between through and local streets can be made clearer by varying the apparent brightness, spread and color of light, as well as the height, spacing, and scale of street fixtures.

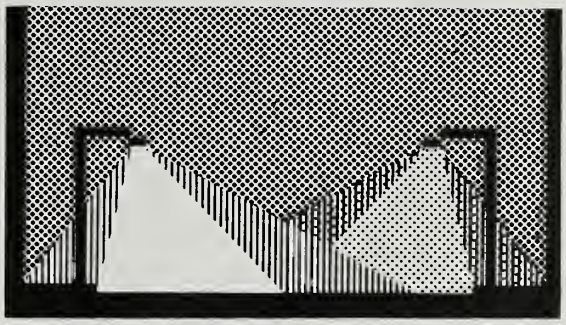




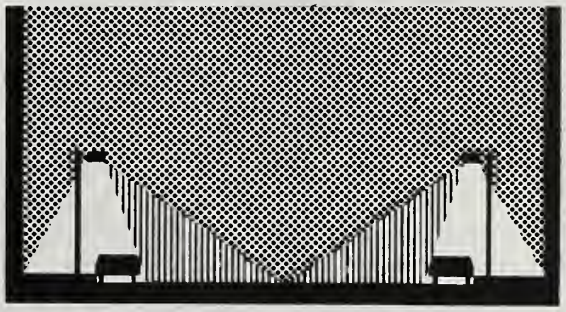
MAJOR THROUGH STREETS: Intense light, sidewalk and walls well-illuminated, blue-white light, paired spacing of high light standards.



COLLECTOR STREETS: Well-lighted streets and side walks, color-corrected (white) light, alternate spacing of intermediate height light standards.



LOCAL STREETS: Low glare, warm color light, alternate spacing of low height light standards.



IMPORTANT INTERSECTIONS: More intense light focussed upon intersections and crosswalks.



8. Large-scale or extensive planting on major roadways that define areas of the city can enhance the importance of the roadways as both thoroughfares and visual boundaries.

   COMMENT: The extensive landscaping along the James Lick Freeway at Potrero Hill is one example. Other "boundaries" such as Nineteenth Avenue, Ocean Avenue and Monterey Boulevard could be made clearer by such planting.



9. Special lighting fixtures and quality of light can enhance the identity of districts, distinctive areas, and important shopping streets.



10. Views from roadways that reveal major destinations or that provide overlooks of important routes and areas of the city assist the traveler in orientation.

    COMMENT: Traveling north along San Jose Avenue, the driver's position and direction are confirmed by the view of downtown across the Mission District.



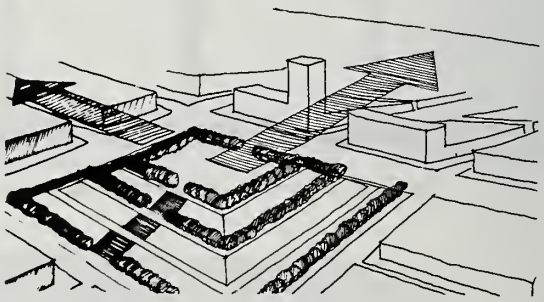
11. Arterial routes can be clarified by screening unattractive or distracting elements with landscaping when such elements cannot be removed.

    Natural foliage can soften and modify the effect of extensive retaining walls, large bleak surfaces or unattractive views. The terraced retaining wall along the east side of Potrero Hill is an example of suchlandscaping.

12. Open spaces with direct views down streets have a greater sense of spaciousness and can be seen more easily from a distance.

    A: Hilltop open space larger than a block provides views down abutting streets.

    B: Hilltop open space occupying a single block and



surrounded by buildings provides views only from its edges, obliquely down streets.

C: Smaller open space on a hill occupying the street right-of-way provides direct views down the street.



13. Hilltop roads and open spaces provide panoramic views of adjacent buildings are far enough below the viewpoint.

14. Highly visible open space presents a refreshing contrast to extensive urban development.

15. Strong and organized development adjacent to parks creates an effective contrast and makes the street space between the two a pleasing space to be in.

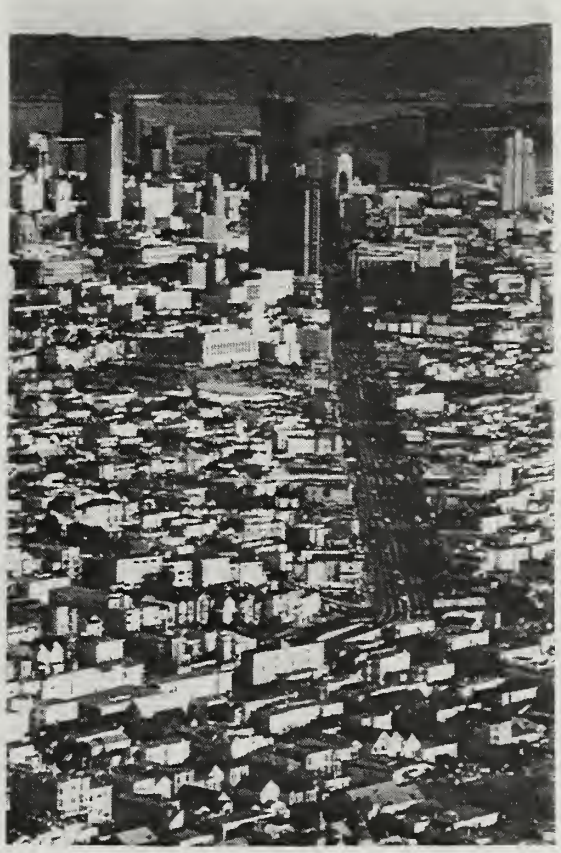
    Weak and disorganized development adjacent to parks neither complements nor effectively contrasts with the park edge.





16. Certain streets, because of unusual width or direction, are important form elements in themselves, giving identity to districts and order to the city structure.

    COMMENT: Columbus Avenue and Market Street are examples of such streets. Any major interruptions of these streets would reduce their value as form elements.



17. Wide streets with low and/or scattered buildings are poorly defined and do not contribute to an orderly city pattern and image.

18. Green space closing a street provides an accent on an upper slope or top of hill.

19. Uninterrupted grid streets in flat areas often result in monotonous vistas.

    Closure formed by planting contains the street space, creating a more comfortable environment.

POLICIES

Image and Character

POLICY 1

Recognize and protect major views in the city, with particular attention to those of open space and water.

Views contribute immeasurably to the quality of the city and to the lives of its residents. Protection should be given to major views whenever it is feasible, with special attention to the characteristic views of open space and water that reflect the natural setting of the city and give a colorful and refreshing contrast to man's development.

Overlooks and other viewpoints for appreciation of the city and its environs should be protected and supplemented, by limitation of buildings and other obstructions where necessary and by establishment of new viewpoints at key locations.

Visibility of open spaces, especially those on hilltops, should be maintained and improved, in order to enhance the overall form of the city, contribute to the distinctiveness of districts and permit easy identification of recreational resources. The landscaping at such locations also provides a pleasant focus for views along streets.

POLICY 2

Recognize, protect and reinforce the existing street pattern, especially as it is related to topography.

Streets are a stable and unifying component of the city pattern. Changes in the street system that would significantly alter this pattern should be made only after due consideration for their effects upon the environment. Such changes should not counteract the established rhythm of the streets with respect to topography, or break the grid system without compensating advantages.

The width of streets should be considered in determining the type and size of building development, so as to provide enclosing street facades and complement the nature of the street. Streets and development bordering open spaces are especially important with respect to the strength and order in their design. Where setbacks establish facade lines that form an important component of a street's visual character, new and remodeled buildings should maintain the existing facade lines.

Streets cutting across the normal grid pattern produce unusual and often beneficial design relationships that should not be weakened or interrupted in building development. Special consideration should be given to the quality of buildings and other features closing major vistas at the ends of these and other streets.

POLICY 3

Recognize that buildings, when seen together, produce a total effect that characterizes the city and its districts.

Buildings, which collectively contribute to the characteristic pattern of the city, are the greatest variable because they are most easily altered by man. Therefore, the relationships of building forms to one another and to other elements of the city pattern should be moderated so that the effects will be complementary and harmonious.

The general pattern of buildings should emphasize the topographic form of the city and the importance of centers of activity. It should also help to define street areas and other public open spaces. Individual buildings and other structures should stand out prominently in the city pattern only in exceptional circumstances, where they signify the presence of important community facilities and occupy visual focal points that benefit from buildings and structures of such design.

The form of buildings is covered in greater detail in this Plan under the section on Major New Development.

POLICY 4

Protect and promote large-scale landscaping and open space that define districts and topography.

Open spaces provide a unifying and often continuous framework across the city. These open spaces are most prominent when they occur on hills and ridges and when they contain large trees and other large-scale masses of landscaping. Future landscaping efforts, both public and private, should be directed toward

preservation of existing trees and other planting that contribute to this framework, and toward addition of large-scale landscaping that will add to and fill out the framework.

Where open spaces of any kind can be made more prominent by addition of new or large-scale landscaping, such additions should be made in order to enhance the city pattern and make the open spaces more visible in nearby neighborhoods. New building development should respect existing landscaping and avoid displacing or obscuring it. In the event that such landscaping must be displaced or obscured, a strong effort should be made to replace it with new landscaping of equal or greater prominence.

Oganization and Sense of Purpose

POLICY 5

Emphasize the special nature of each district through distinctive landscaping and other features.

The design of improvements for street areas, and to some extent for private properties as well, should capitalize on opportunities to emphasize the distinctive nature of districts and neighborhoods.

Street landscaping, in particular, can be selected and designed according to a special theme for each area, providing a sense of place in addition to its other amenities. Planting for public open spaces and on private properties can be carried out in the same way, taking account of established themes and the differences in climate among districts. Distinctiveness can also be imparted by preservation and highlighting of architectural features common to the area, and the use of special materials and colors in buildings.

POLICY 6

Make centers of activity more prominent through design of street features and by other means.

Shopping streets and other centers for activity and congregation of people should stand out in an attractive manner in their districts. Some such centers, in appropriate cases, will have buildings larger than those in the surrounding area, while others will be set off only by their distinctive design treatment.

Street landscaping of a type and size appropriate to the area should be used, as well as lighting that identifies the area through special fixtures and quality of light. Sidewalk treatment should be coordinated, with distinctive paving, benches and other elements suitable to the needs and desires of merchants, shoppers and other people using the area. Building facades and the total composition of the activity center should be designed to make clear the geographical extent of the center and its relationship to the district.

POLICY 7

Recognize the natural boundaries of districts, and promote connections between districts.

Visually prominent features such as hills, roadways and large groves of trees often identify the edges of districts and neighborhoods. Although these features should not be regarded as barriers to movement from one area to another, they do have the advantage of creating an awareness of districts and neighborhoods within the total city pattern.

The positive effects of natural district boundaries should be emphasized in decisions affecting visually prominent features such as new roadways and large-scale landscaping. At the same time these same types of features can be useful links between districts, and between parks and other public and semi-public facilities. Connections between districts and facilities should be improved, with special attention to the possibilities for landscaped pathways that will provide an alternative to the street system in movement about the city.

Orientation for Travel

POLICY 8

Increase the visibility of major destination areas and other points for orientation.

In travel about the city, the ability to see one's destination and other points of orientation is an important product of the city pattern. Such an ability should be fostered in public and private development.

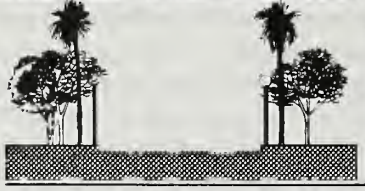
The design of streets, the determination of street use and the control of land uses and building types along streets should all be carried out with the visibility of such orienting features taken into account. Views from streets and other public areas should be preserved, created and improved where they include the water, open spaces, large buildings and other major features of the city pattern. Entranceways to the city and to districts are of special concern in this respect, as are lateral and downhill views that show a panorama or corridor with prominent features.

POLICY 9

Increase the clarity of routes for travelers.

Many types of improvements can be made in street areas and in their surroundings to provide greater clarity and increase the ease of travel. Once such improvements have been made, adequate maintenance of them is of equal importance.

Among the least difficult actions would be development of a better system of identifying and directional signs, through improvement of verbal messages, symbols, graphic design and sign placement.

STREET CROSS SECTION	LANDSCAPING	LIGHTING
	**Buffer Planting** • Screening effect where appropriate and possible • Trees and shrubs with close spacing • Variation in species and size • Include center median where street width allows • Maximize and enhance scenic opportunities	**Highest Intensity** • COLOR OF LIGHT: white • LIGHT SOURCE: visible • LIGHT STANDARDS: high, alternate spacing
	**Formal Design** • Minimum variation in species • Large size trees • Even, close spacing • Include center median where appropriate	**High Intensity** • COLOR OF LIGHT: white • LIGHT SOURCE: highly visible • LIGHT STANDARDS: high, paired spacing or in median
	**Less Formal Design** • Some variation in species • Medium to large size trees • Even spacing	**Medium Intensity** • COLOR OF LIGHT: white, color-corrected • LIGHT SOURCE: visible • LIGHT STANDARDS: medium high, alternate spacing
	**Informal Design** • Variation in species, size and spacing • Theme trees for districts	**Medium Intensity** • COLOR OF LIGHT: warm • LIGHT SOURCE: least visible or concealed • LIGHT STANDARDS: low, alternate spacing, pedestrian oriented

Note: Street cross sections are diagrammatic and indicate only the desired characteristics.

SPECIAL CONSIDERATIONS

●●●●● BRIDGE APPROACH LIGHTING: distinctive color

ACTIVITY AREA LIGHTING: high intensity, warm tone

← IMPORTANT VIEWS: should not be blocked by landscaping


PRESIDIO
GOLDEN GATE PARK
Bay
Lincoln Blvd
Marina Blvd
Crissy Field
Chestnut St
Lombard St
Union St
Filbert St
Greenwich St
Bay St
Jackson St
Pacific Ave
Sacramento St
California St
Clay St
Washington St
Broadway
Sloat Blvd
Vista Point
Fort Mason
Fort Point
Presidio
Golden Gate Bridge
Palace of Fine Arts
Exploratorium
Marina Green
Yacht Harbor
Aquatic Park
Ghirardelli Square
Fisherman's Wharf
Pier 39
Coit Tower
Telegraph Hill
Russian Hill
Lombard Street
Cow Hollow
Pacific Heights
Alcatraz
Golden Gate
Presidio Heights
Laurel Heights
Sea Cliff
Lincoln Park
Golden Gate Park
Richmond
Sunset
Twin Peaks
Mount Sutro
Glen Park
Diamond Heights
Noe Valley
Castro
Mission
Potrero Hill
Bernal Heights
Hunters Point
Bayview
Visitacion Valley
Excelsior
Ingleside
Ocean Avenue
Balboa Park
Mission Bay
Golden Gate Park
Stanyan St
Haight St
Fell St
Oak St
Page St
Hayes St
Grove St
Fulton St
Lincoln Way
Irving St
Judah St
Kirkham St
Lawton St
Moraga St
Quintara St
Rivera St
Taraval St
Wawona St
Vicente St
Ortega St
Noriega St
Santiago St
Sloat Blvd
Junipero Serra Blvd
Great Highway
Lake Merced
Lake Merced Blvd
Skyline Blvd
Sunset Blvd
Portola Dr
Twin Peaks Blvd
Clarendon Ave
Corbett Ave
Market St
Van Ness Ave
Gough St
Franklin St
Polk St
Larkin St
Hyde St
Leavenworth St
Jones St
Taylor St
Mason St
Powell St
Stockton St
Grant Ave
Kearny St
Montgomery St
Sansome St
Battery St
Front St
Drumm St
Embarcadero
Steuart St
Spear Ave
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Although trafficway signs should be improved, the purpose and direction of traffic channels should also be made as clear as possible through design of the channels themselves. The roadway should be consistent in width and materials, with channels separated by islands and dividers where possible and changes of direction made distinct. At intersections, the differences in importance and function of the intersecting streets should be made visually clear by differences in roadway width, landscaping and lighting. The number of streets intersecting at one point should be minimized, and signs and traffic control devices should be adequate to indicate the movements permitted in all traffic lanes.

The roadway environment should be simplified and made attractive through screening of distracting and unsightly elements by landscaping, walls and buildings. The clutter of wires, signs and disordered development should be reduced. Conflict between unnecessary private signs and street directional signs should be avoided.

Clarity of routes is of similar importance for transit riders. Legible and frequent trafficway signs and an ordered roadway environment will assist these riders. Other improvements should be made in the vicinity of transit stops: these include wider sidewalks, landscaping, lighting and waiting shelters to help identify the stops, and better signs at stops and on vehicles to explain routes, types and frequency of service, and transfer points.

POLICY 10

Indicate the purposes of streets by means of a citywide plan for street landscaping.

Orientation for travel is most effectively provided where there is a citywide system of streets with established purposes: major through streets that carry traffic for considerable distances between districts, local streets that serve only the adjacent properties, and other streets with other types of assigned functions. Once the purposes of streets have been established, the design of street features should help to express those purposes and make the whole system understandable to the traveler.

One type of feature that can be readily adjusted to the street system is landscaping. Accordingly, a plan should be put into effect for street landscaping that indicates the relative importance of streets by the degree of formality of tree planting and the species and size of the trees. In addition to differences in traffic-carrying functions, the plan recognizes the width and visual importance of certain streets, the special nature of various activity areas, and the need for screening or buffering of residential uses along streets carrying heavy traffic. Special consideration is also required for major intersections, and for important views that should not be blocked by landscaping.

POLICY 11

Indicate the purposes of streets by means of a citywide plan for street lighting.

The same considerations that apply to street landscaping under Policy 10 apply to street lighting as well. A plan similar to that for landscaping should therefore be carried out with respect to lighting, with the design and placement of lighting fixtures and the type of illumination determined by street type and other relevant factors.

CONSERVATION

HUMAN NEEDS

In the intensely urban environment of San Francisco, there are things that have not changed. These features provide people with a feeling of continuity over time, and with a sense of relief from the crowding and stress of city life and modern times. As the city grows, the keeping of that which is old and irreplaceable may be as much a measure of human achievement as the building of the new. Certainly, the old should not be replaced unless what is new is better.

Natural areas are one such irreplaceable resource. Few examples remain of the original sand dunes, hills, cliffs and beaches that once characterized the peninsula, and fewer still are the examples of natural ecology. Reduction of such areas by development has continued until recent time, and the city can be seen to have reached an irreducible minimum if it is to keep a sense of unspoiled nature for future generations.

The natural areas answer human needs for rest, quiet, escape from the city's pace and freedom from confinement. They provide places to view the city from afar, but just as often they can turn the viewer's attention to the secluded interior of the area or to the expanses of the Ocean or the Bay.

The Bay is itself a resource of nature, although it has been encroached upon by filling and by barriers that prevent access to much of its present shoreline. Hardly any of the original shoreline remains, but the water of the Bay is still a natural area that can be seen and used by the city's residents as an important part of their lives.



The parks and other open spaces developed by man are also resources that change little over time. These areas often approach a natural state, and even as pure open space they would have value for recreation and relief from city congestion. Creation of substantial new open space is both financially and physically difficult, and therefore existing open space has even greater public value as time goes on.



Older buildings, too, lend a sense of permanence and pleasant contrast. They are links with past history, and with earlier styles of development and of living. Buildings that endure maintain a continuous culture and may set standards of excellence with which contemporary development can be compared. In some cases certain buildings may be identified with specific people or events or with great architects. Such buildings are resources for education, recreation and other human enjoyment.

Historic buildings, and in fact nearly all older buildings regardless of their historic affiliations, provide a richness of character, texture and human scale that is unlikely to be repeated often in new development. They help characterize many neighborhoods of the city, and establish landmarks and focal points that contribute to the city pattern.

The work of San Francisco's Landmarks Preservation Advisory Board has been notable as a dedicated effort to gain recognition for the city's heritage of older buildings. A number of landmarks have been designated, but many others are threatened and even those designated will not be permanently retained without the cooperation of their owners. Of equal importance to the designation of individual buildings is the recognition and



STREETS AREA IMPORTANT TO PERCEPTION OF THE CITY



STREETS IMPORTANT FOR THEIR QUALITY OF VIEWS

protection of whole block frontages and areas that exemplify early architectural styles and a high quality of design character. The retention of many of the traditions of San Francisco is dependent upon an expansion of preservation efforts in the future.

There are other developed areas which, though they may not contain individual buildings that are historic or otherwise outstanding, have a special character worthy of preservation. These areas have an unusually fortunate relationship of building scale, landscaping, topography and other attributes that makes them indispensable to San Francisco's image. Threats to the character of these areas are sure to be met with intense concern by their own residents and by the public at large.



The city's streets are a further resource to be conserved. Their value is not merely in the carrying of traffic. Streets are important in perception of the city pattern, since they make visible the city's outstanding features and its points of orientation. Streets also help regulate the organization and scale of building development, spacing out buildings and giving continuity to their facades.

Good views are another product of the street system. A majority of the city's streets may be said to have pleasing views of the Bay, the Ocean, distant hills or other parts of the city. Where good views are not available, streets can still function as open space for use by neighborhood residents and for landscaping to bring some sense of nature to the area.

Where the intensity of development is high, streets may even be necessary to maintain decent levels of light and air for residents and for pedestrians. In these areas, streets are the "breathing space" that permits buildings to reach high density on private properties. In other functions, streets also carry a complex of utility lines and provide access for truck deliveries and police and fire protection.

With this great variety of public values in the street system, it is necessary that clear policies be established to determine when streets must be retained in their present state, and when, under exceptional circumstances, street areas may be released for other uses consistent with the public interest.



OBJECTIVE

OBJECTIVE 2

CONSERVATION OF RESOURCES WHICH PROVIDE A SENSE OF NATURE, CONTINUITY WITH THE PAST, AND FREEDOM FROM OVERCROWDING.

If San Francisco is to retain its charm and human proportion, certain irreplaceable resources must not be lost or diminished. Natural areas must be kept undeveloped for the enjoyment of future generations. Past development, as represented both by distinctive buildings and by areas of established character, must be preserved. Street space must be retained as valuable public open space in the tight-knit fabric of the city.



WHERE STREETS ARE MOST IMPORTANT AS SOURCES OF LIGHT, AIR AND OPEN SPACE

Map 3

FUNDAMENTAL PRINCIPLES FOR CONSERVATION

These fundamental principles and their illustrations reflect the needs and characteristics with which this Plan is concerned, and describe measurable and critical urban design relationships for conservation.

1. Natural areas and features such as sand dunes, cliffs, hills and beaches— particularly where a relatively undisturbed natural ecology exists— are irreplaceable and of special public value and benefit within an intensely developed city.

   A: The function and beauty of natural areas are significantly diminished by the intrusion of trafficways, parking lots and buildings. These facilities detract less when located in areas that have already been built upon or otherwise developed.

   B: Development for human activity within these areas, such as pathways and service buildings, must be carefully located and designed if it is not to damage the natural landscape.

   C: The value of natural areas can be diminished by views of buildings, parking lots and trafficways in adjacent areas.

2. New development can enhance and preserve San Francisco's distinctive qualities if it is designed with consideration for the prevailing design character and the effect on surroundings.



3. External details in building facades, entries, stairways, retaining walls and other features provide visual interest and enrichment and are consistent with the historic scale and texture of San Francisco.

A: Richly detailed facades enhance the character of the street by giving it greater visual variety. Such detail often reduces building facades and textures to a more human scale and makes the street a more pleasant place to be.



B: Even blank walls may possess visual interest if they are textured and scaled.



4. To conserve important design character in historic or distinctive older areas, some uniformity of detail, scale, proportion, texture, materials, color and building form is necessary.

A: Large buildings impair the character of older, small scale areas if no transition is made between small-scale and large-scale elements.



B: New blank facades introduced into areas of older, more detailed buildings detract from neighborhood character.

C: New buildings using textured materials with human scaled proportions are less intrusive in older areas characterized by fine details and scale.



D: Visually strong buildings which contrast severely with their surroundings impair the character of the area.



5. Preservation of San Francisco's strong and continuous downtown street facades will ensure maintenance of that area's distinctive character and spatial quality.

   A consistent commercial facade on neighborhood shopping streets will give definition to these areas and promote activity.

6. New construction can have a positive effect on the area around it if it reflects the character of adjacent older buildings of architectural merit.



7. Renovation and restoration of older, well-designed buildings can preserve the character and interest of the streetscape if the original building design is respected in use of materials and details.



On commercial buildings, signs that fit within the architectural order of the facade do not obscure or damage the building's integrity.

COMMENT: Renovation of the old White House building includes signs that fit the building's facade. The architectural order of the Lincoln Building is almost totally obscured by signs.

8. Historic buildings represent crucial links with past events and architectural styles and, when preserved, afford educational, recreational, cultural and other benefits.

A: Historic buildings often serve as landmarks and focal points for interest, or orientation and add to a neighborhood's visual image.



B: Relatively homogeneous groupings of buildings of architectural and historic merit, such as in Jackson Square, are especially rare and irreplaceable.

9. Historic buildings and grounds often provide necessary visual open space or passive recreation areas. Open space in the city can be supplemented by enhancing the semi-recreational functions of historic areas.

Historic buildings and grounds open to the public can function as a recreational resource.

10. Preservation of some older, low and small-scaled build ings and grounds amidst larger building towers will help conserve unique cityscape character, maintain a sense of openness and green space, and produce a more livable environment.

11. Building of parking garages under parks can seriously lessen their natural qualities when the access ramps, air vent and elevator structures and other changes in the park's surface intrude upon the landscape.





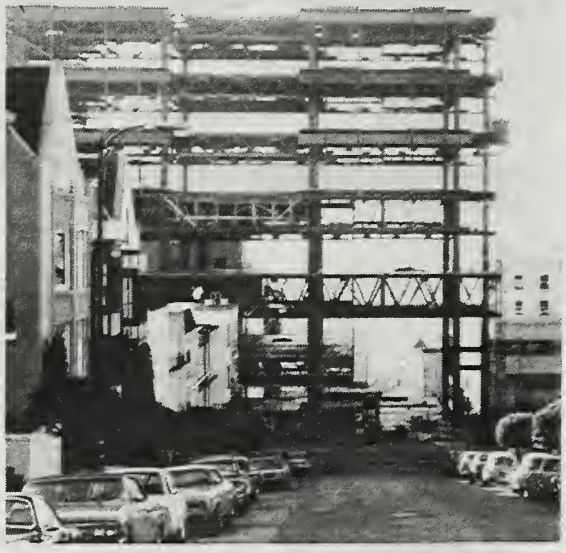
12. Street space provides an important form of public open space, especially in areas of high density that are deficient in other amenities.

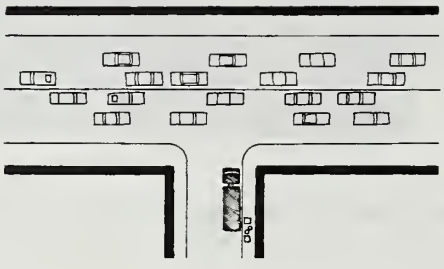
COMMENT: Alleys and streets in Chinatown and in the Mission district often serve as recreation places. Building in the street would remove this important resource.

13. Street space provides light, air, space for utilities and access to property.

    COMMENT (a): Building development in or over street spaces can reduce light and air.

    COMMENT (b): Alleys and small street spaces are often one of the few means for trucks and other service vehicles to stop out of the main stream of traffic. Vaca tion of them could add to the congestion of other city streets.





14. Street space services as a means to control and regulate the scale and organization of the future development by: a. protecting against the accumulation of overly large parcels of property under single ownership on which massive buildings could be constructed; and b. indirectly controlling the visual scale and density of develop ment, as well as maintaining continuity of facades.

    COMMENT: Once vacated, a street space could be built upon to allowable densities. In some critical areas of the city, the addition of dwelling units or floor space on vacated street areas might be acutely felt.

15. Traditional street patterns and spaces can often be essential to maintaining an appropriate setting for historical and architectural landmarks or areas.

    COMMENT: Development in the street space abutting historic buildings would destroy the setting.

16. Views from streets can provide a means for orientation and help the observer to perceive the city and its districts more clearly.

17. Blocking, construction or other impairment of pleasing street views of the Bay or Ocean, distant hills, or other parts of the city can destroy an important characteristic of the unique setting and quality of the city.



POLICIES

Natural Areas

POLICY 1

Preserve in their natural state the few remaining areas that have not been developed by man.

Natural areas in the city that remain in their original state are irreplaceable and must not be further diminished. Significant development should not take place in these areas, and facilities necessary to aid in human enjoyment of them should not disturb their visual feeling or natural ecology. Accordingly, parking lots and service buildings should be confined to areas that are already developed, and access pathways should be designed to have a minimum effect upon the natural environment. Where possible, the interior of these natural areas should be out of sight of the developed city.

Lands in public ownership, primarily those of the City and Federal governments, constitute the bulk of these natural areas. Coordinated programs for conservation of both land features and ecology should be carried out, with high priority given to such management functions. Where natural areas are in private ownership, either special incentives or public acquisition should be used to assure a similar degree of preservation.

POLICY 2

Limit improvements in other open spaces having an established sense of nature to those that are necessary, and unlikely to detract from the primary values of the open space.

The recreation and open space values of parks and other open and landscaped areas developed by man ought not to be reduced by unrelated or unnecessary construction. These resources are not expected to be increased substantially in future time, whereas the public need for them will surely grow.

Facilities placed in these areas should be of a public nature and should add to rather than decrease their recreation and open space values. Facilities that can be accommodated outside of established parks and open spaces should be placed at other appropriate locations. Where new facilities are necessary in these parks and open spaces, they should be sited in areas that are already partially developed in preference to areas with a greater sense of nature.

Through traffic, parking lots and major buildings should be kept out of established parks and open spaces where they would be detrimental to recreation and open space values. Parking garages and other facilities should not be placed beneath the surface in these areas unless the surface will retain its original contours and natural appearance. Realignment of existing trafficways in these areas should avoid destruction of natural features and should respect the natural topography with a minimum of cutting and filling. The net effect of any changes in parks and open spaces should be to enhance their visual qualities and beneficial public use.

POLICY 3

Avoid encroachments on San Francisco Bay that would be inconsistent with the Bay Plan or the needs of the city's residents.

The filling of San Francisco Bay over more than a century has already reduced the size of the Bay and the quality and extent of its natural shoreline below acceptable limits. Further filling and replacement of filled areas should be severely limited to cases in which there are strong public purposes to be served and clear opportunities for increased public use and enjoyment of the Bay and its shoreline. These basic policies have been established on a regional basis by the San Francisco Bay Plan.

Development on the Bay shoreline should be related both to the water of the Bay and to the uses and activities that occur inland. Specific plans for sectors of the shoreline adopted by the City should govern the urban design aspects of detailed development, and should emphasize access to the Bay by the city's residents.

Access to the Bay should be considered as a total system in which a maximum of communication with the water is made possible consistent with other shoreline uses. Access includes physical contact with the water and the shore at recreation areas, and it also includes visual contact through views of the water and of water-related activities. The system of access requires careful review of development and land use at the water's edge, and similar review of projects further inland that will affect physical and visual contact with the water.

Richness of Past Development

POLICY 4

Preserve notable landmarks and areas of historic, architectural or aesthetic value, and promote the preservation of other buildings and features that provide continuity with past development.

Older buildings that have significant historical associations, distinctive design or characteristics exemplifying the best in past styles of development should be permanently preserved. The efforts of the Landmarks Preservation Advisory Board should be supported and strengthened, and a continuing search should be made for new means to make landmarks preservation practical both physically and financially.

Criteria for judgment of historic value and design excellence should be more fully developed, with attention both to individual buildings and to areas or districts. Efforts for preservation of the character of these landmarks should extend to their surroundings as well. Preservation measures should not, however, be entirely bound by hard-and-fast rules and labels, since to some degree all older structures of merit are worthy of preservation and public attention. Therefore, various kinds and degrees of recognition are required, and the success of the preservation program will depend upon the broad interest and involvement of property owners, improvement associations and the public at large.

POLICY 5

Use care in remodeling of older buildings, in order to enhance rather than weaken the original character of such buildings.

Although the Landmarks Preservation Advisory Board and other agencies have certain powers relative to the exterior remodeling of designated landmarks, the problem of detrimental remodelings is far broader. The character and style of older buildings of all types and degrees of merit can be needlessly hidden and diminished by misguided improvements. Architectural advice, and where necessary and feasible the assistance of public programs, should be sought in order to assure than the richness of the original design and its materials and details will be restored.

Care in remodelings should be exercised in both residential and commercial areas. Along commercial streets, the signs placed on building facades must be in keeping with the style and scale of the buildings and street, and must not interfere with architectural lines and details. Compatible signs require the skills of architects and graphics designers. In commercial areas as well as residential neighborhoods, the interest and participation of property owners and occupants should be enlisted in these efforts to retain and improve design quality.

POLICY 6

Respect the character of older development nearby in the design of new buildings.

Similar care should be exercised in the design of new buildings to be constructed near historic landmarks and in older areas of established character. The new and old can stand next to one another with pleasing effects, but only if there is a similarity or successful transition in scale, building form and proportion. The detail, texture, color and materials of the old should be repeated or complemented by the new.

Often, as in the downtown area and many district centers, existing buildings provide strong facades that give continuous enclosure to the street space or to public plazas. This established character should also be respected. In some cases, formal height limits and other building controls may be required to assure that prevailing heights or building lines or the dominance of certain buildings and features will not be broken by new construction.

POLICY 7

Recognize and protect outstanding and unique areas that contribute in an extraordinary degree to San Francisco's visual form and character.

All areas of San Francisco contribute in some degree to the visual form and image of the city. All require recognition and protection of their significant positive assets. Some areas may be more fortunately endowed than others, however, with unique characteristics for which the city is famous in the world at large. Where areas are so outstanding, they ought to be specially recognized in urban design planning and protected, if the need arises, from inconsistent new development that might upset their unique character.

These areas do not have buildings of uniform age and distinction, or individual features that can be readily singled out for preservation. It is the combination and eloquent interplay of buildings, landscaping, topography and other attributes that makes them outstanding. For that reason, special review of building proposals may be required to assure consistency with the basic character and scale of the area. Furthermore, the participation of neighborhood associations in these areas in a cooperative effort to maintain the established character, beyond the scope of public regulation, is essential to the long-term image of the areas and the city.

SPECIAL CHARACTERISTICS OF OUTSTANDING AND UNIQUE AREAS

TELEGRAPH HILL

A hilltop park with the highly visible green of trees from which Coit Tower rises above all else.

Low, small-scale buildings having predominantly flat roofs and light pastel colors, hugging the topography in a highly articulated form which contrasts with the power of downtown construction.

Cliffs and complex stairs and walkways on the east side above the waterfront, with buildings perched precariously along the slope and trees interspersed.

Intimate pedestrian scale and texture of streets and housing, with sudden and dramatic views of the Bay and downtown through narrow openings.

RUSSIAN HILL

A harmonious, balanced relationship of low, small-scale older buildings and tall, slender towers. Increasing height of buildings toward the top that emphasizes the hill form and sets Russian Hill apart from other high areas to the south and west.

Varied and well-tended landscaping in parks, yards and streets that provides a rich background for the buildings and a cascading effect on the slopes.

Highly detailed buildings and many retaining walls that articulate the hill and provide warmth of color.

PACIFIC HEIGHTS

A sequence of building heights rising steadily up the north slope to the top of the ridge. Emphasis of this sequence, and of the contrasts of low and high buildings, by the dark colors of trees and houses at the base of lighter apartment towers.

Outstanding Bay views down streets and across the formally landscaped grounds of detached houses.

Spacious and distinguished residences with richness of detail and materials, including works of outstanding architects and excellent examples of the Victorian period.

Well-landscaped and well-proportioned street areas, with building setbacks and fine details in stairways, fences and paving patterns.



OUTSTANDING AND UNIQUE AREAS

BUENA VISTA AND UPPER MARKET

Exceptional variety produced by differences in street patterns across an uneven chain of hills, and a diverse mixture of building styles and roof types.

A finely scaled building pattern of small wall surfaces and pastel colors, with highly visible planting on steep slopes.

Hilltop parks easily seen from below, with excellent views of the city from a central location.

Houses of varied sizes and individual forms having interesting setbacks, cornices and bay windows, many of notable architectural quality.

DOLORES HEIGHTS

A uniform scale of buildings, mixed with abundant landscaping in yards and steep street areas.

Rows of houses built from nearly identical plans that form complete or partial block frontages, arranged on hillside streets as a stepped-down series of flat or gabled roofs.

Building setbacks with gardens set before Victorian facades and interesting entryways.

Street Space

POLICY 8

Maintain a strong presumption against the giving up of street areas for private ownership or use, or for construction of public buildings.

Street areas have a variety of public values in addition to the carrying of traffic. They are important, among other things, in the perception of the city pattern, in regulating the scale and organization of building development, in creating views, in affording neighborhood open space and landscaping, and in providing light and air and access to properties.

Like other public resources, streets are irreplaceable, and they should not be easily given up. Short-term gains in stimulating development, receipt of purchase money and additions to tax revenues will generally compare unfavorably with the long-term loss of public values. The same is true of most possible conversions of street space to other public uses, especially where construction of buildings might be proposed. A strong presumption should be maintained, therefore, against the giving up of street areas, a presumption that can be overcome only by extremely positive and far-reaching justification.

POLICY 9

Review proposals for the giving up of street areas in terms of all the public values that streets afford.

Every proposal for the giving up of public rights in street areas, through vacation, sale or lease of air rights, revocable permit or other means, shall be judged with the following criteria as the minimum basis for review:

a. No release of a street area shall be recommended which would result in:

(1) Detriment to vehicular or pedestrian circulation;

(2) Interference with the rights of access to any private property;

(3) Inhibiting of access for fire protection or any other emergency purpose, or interference with utility lines or service without adequate reimbursement;

(4) Obstruction or diminishing of a significant view, or elimination of a viewpoint;

(5) Elimination or reduction of open space which might feasibly be used for pulic landscaping or public recreation;

(6) Elimination of street space adjacent to a public facility, such as a park, where retention of the street might be of advantage to the public facility;

(7) Elimination of street space that that has formed the basisfor creation of any lot, or construction or occupancy of any building according to standards that would be violated by discontinu ance of the street;

(8) Enlargement of a property that would result in (i) additional dwelling units in a multi-family area; (ii) excessive density for workers in a commercial area; or (iii) a building of excessive height or bulk;

(9) Reduction of street space in areas of high building intensity, without provision of new open space in the same area of equivalent amount and quality and reasonably accessible for public enjoyment;

(10) Removal of significant natural features, or detriment to the scale and character of surrounding development.

(11) Adverse effect upon any element of the Master Plan or upon an area plan or other plan of the Department of City Planning; or

(12) Release of a street area in any situation in which the future development or use of such street area and any property of which it would become a part is unknown.

b. Release of a street area may be considered favorably when it would not violate any of the above creteria and when it would be:

(1) Necessary for a resubdivision, redevelopment project or other project involving assembly of a large site, in which a new and improved pattern would be substituted for the existing street pattern;

(2) In furtherance of an industrial project where the existing street pattern would not fulfill the requirements of modern industrial operations;

(3) Necessary for a significant public or semi-public use, where the nature of the use and the character of the development proposed present strong justifications for occupying the street area rather than some other site;

(4) For the purpose of permitting a small-scale pedestrian crossing consistent with the principles and policies of The Urban Design Element; or

(5) In furtherance of the public values and purposes of streets as expressed in The Urban Design Element and elsewhere in the Master Plan.

POLICY 10

Permit release of street areas, where such release is warranted, only in the least extensive and least permanent manner appropriate to each case.

In order to avoid the unnecessary permanent loss of streets as public assets, methods of release short of total vacation should be considered in cases in which some form of release is warranted. Such lesser methods of release permit later return of the street space to street purposes, and allow imposition of binding conditions as to development and use of the street area.

Mere closing of the street to traffic should be used when it will be an adequate method of release. Temporary use of the street should be authorized when permanent use is not necessary. A revocable permit should be granted in preference to street vacation. And sale or lease of air rights should be authorized where vacation of the City's whole interest is not necessary for the contemplated use. In any of these lesser transactions, street areas should be treated as precious assets which might be required for unanticipated public needs at some future time.

MAJOR NEW DEVELOPMENT

HUMAN NEEDS

Much of the characteristic pattern of San Francisco has remained the same, and yet change is continuous. New development stands out because it is new and because it is different — sometimes quite different from what the city has known before. The effect upon the pattern of the city and its neighborhoods is often auspicious, but at times it is not. As rebuilding occurs, there may be changes in the city's essential qualities.

The fitting in of new development is, in a broad sense, a matter of scale. It requires a careful assessment of each building site in terms of the size and texture of its surroundings, and a very conscious effort to achieve balance and compatibility in the design of the new building. Good scale depends upon a height that is consistent with the total pattern of the land and of the skyline, a bulk that is not overwhelming, and an overall appearance that is complementary to the building forms and other elements of the city. Scale is relative, therefore, since the height, bulk and appearance of past development differ among the districts of the city.

People in San Francisco are accustomed to a skyline and streetscape of buildings that harmonize in color, shape and details. Much effort has been made in the past to relate each new building to its neighbors at both upper and lower levels, and to avoid jarring contrasts that would upset the city pattern. Special care has been accorded the edges of distinct districts, where transitions in scale are especially important. By tradition in San Francisco, as in other great cities of the world, unusual building forms and monumental scale have been reserved for buildings with the greatest significance to the community. These buildings characterize the mood and institutions of the city, and by their quality and nature express the city's aspirations to the world at large.

In questions of scale, the height of buildings haws received the greatest and most continuous public attention. San Francisco has established the most extensive system of legislated height controls in any American city, expressing its concern over building height in this manner since as early as 1927. Nevertheless, a citywide plan for building height has not existed prior to this time, and both residents and visitors have experienced stress and concern at the prospect that the appearance of the skyline may continue to change rapidly without further direction.

Tall buildings are a necessary and expressive form for much of the city's office, apartment, hotel and institutional development. These buildings, as soaring towers in a white city, connote the power and prosperity of man's modern achievements. They make economical use of land, offer fine views to their occupants, and can permit efficient deployment of public services. In recent times, however, new pressures upon the design of these buildings have been produced by increases in technical construction capabilities, in demands for large blocks of floor space, in the breadth of financing methods, and in the image-consciousness of major business firms. As each building becomes larger and the whole city becomes more intensively developed, the challenges for urban design are multiplied.

Exceptional height can have either positive or negative effects upon the city pattern and the nearby environment. A building that is well designed in itself will help to reinforce the city's form if it is well placed, but the same building at the wrong location can be utterly disruptive.

If properly placed, tall buildings can enhance the topographic form and existing skyline of the city. They can orient the traveler by helping to clarify his route and identify his destination. Building height can define districts and centers of activity. These advantages can be achieved without blocking or reduction of views from private properties, public areas or major roadways, if a proper plan for building height is followed. Such a plan must weigh all the advantages and disadvantages of height at each location in the city, and must take into account appropriate established patterns of building height and scale, seeking for the most part to follow and reinforce those patterns. Such a plan must also be applied with recognition of the functional and economic needs for space in major centers for offices, high density apartments, hotels and institutions providing public services.

The remaining aspect of building scale to be considered is that of bulk, or the apparent massiveness of a building in relation to its surroundings. A building may appear to have great bulk whether or not it is of extraordinary height, and the result can be a blocking of near and distant views and a disconcerting dominance of the skyline and the neighborhood. The users of modern building space may find these bulky forms more efficient, and the forms may seem logical for combining several uses in a single development, but such considerations do not measure the external effects upon the city. Neither height limits nor limits upon the amounts of floor space permitted will directly control excessive bulk, and therefore specific attention to this problem is called for.

The apparent bulk of a building depends primarily upon two factors: the amount of wall surface that is visible, and the degree to which the structure extends above its surroundings. Accordingly, a plan seeking to avoid excessive bulkiness must consider the existing scale of development in each area of the city and the effects of topographic form in exposing building sites to widespread view.

The largest potential building sites present the greatest problems and challenges for moderation of building form. On these sites, normal controls over the form and intensity of construction that are intended primarily for smaller sites have less precision, and the external effects of large developments upon the surrounding area and upon the city may be far greater. The stakes are high for both the developers and the future of the city, with a resulting tendency toward controversy and frustration, and unfortunate divisive effects in the community. For these reasons, the larger sites require separate and more intensive consideration in policies relating to building form.

OBJECTIVE

OBJECTIVE 3

MODERATION OF MAJOR NEW DEVELOPMENT TO COMPLEMENT THE CITY PATTERN, THE RESOURCES TO BE CONSERVED, AND THE NEIGHBORHOOD ENVIRONMENT.

As San Francisco grows and changes, new development can and must be fitted in with established city and neighborhood patterns in a complementary fashion. Harmony with existing development requires careful consideration of the character of the surroundings at each construction site. The scale of each new building must be related to the prevailing height and bulk in the area, and to the wider effects upon the skyline, views and topographic form. Designs for buildings on large sites have the most widespread effects and require the greatest attention.

FUNDAMENTAL PRINCIPLES FOR MAJOR NEW DEVELOPMENT

These fundamental principles and their illustrations reflect the needs and characteristics with which this Plan is concerned, and describe measurable and critical urban design relationships in major new development.

1. The relationship of a building's size and shape to its visibility in the cityscape, to important natural features and to existing development determines whether it will have a pleasing or a disruptive effect on the image and character of the city.

   A: Tall, slender buildings near the crown on a hill emphasize the form of the hill and preserve views.

   B: Extremely massive buildings on or near hills can overwhelm the natural land forms, block views, and generally disrupt the character of the city.



   C: Low, smaller-scale buildings on the slopes of hills, at their base and in the valleys between complement topographic forms and permit uninterrupted views.



   D: Low buildings along the waterfront contribute to the gradual tapering of height from hilltops to water that is characteristic of San Francisco and allows views of the Ocean and the Bay.

   E: Larger, taller buildings can blend pleasantly with small-scaled areas if the change in scale is not excessive and if their form or surface pattern is articulated to reflect the existing scale.

2. Building siting and massing with respect to street pattern influence the quality of views from street space.

   A: Tall buildings on the tops of hills allow clear views down streets.

   B: Tall buildings on slopes of hills severely restrict views from above.



3. Clustering of larger, taller buildings at important activity centers (such as major transit stations) can visually express the functional importance of these centers.

4. The relationship between areas of low, fine-scaled buildings and areas of high, large-scaled buildings can be made more pleasing if the transition in building height and mass between such areas is gradual.

5. Taller or more visually prominent buildings can provide orientation points and increase the physical distinction, variety and contrast of large areas with similar streets and buildings, particularly areas of unrelieved monotony.

6. When highly visible buildings are light in color, they reinforce the visual unity and special character of the city.





7. Buildings which meet the ground and reflect the slope of the hill relate to the land form.

   Buildings on the downhill side of streets placed on stilts do not relate to the ground visually and create useless, unattractive space beneath.

8. The use of unusual shapes for tall office, hotel or apartment buildings detracts from the clarity of urban form by competing for attention with buildings of greater public significance. The juxtaposition of several such unusual shapes may create visual disorder.

9. Unique building forms can appropriately signify major community facilities.

   COMMENT: The distinctive forms of City Hall and St. Mary's Cathedral clearly indicate their public importance.



10. Major public buildings of symbolic importance may be appropriately located in highly visible settings.

    COMMENT: Major public buildings have traditionally been placed at the focus of axial street views, provided they do not block city views.

11. A building situated in a visually dominant position, whose exterior is blank and uninteresting, does not relate to surrounding development and tends to repel the observer's attention.

    COMMENT: The exposed location and extensive, uninterrupted mass of the San Francisco College for Women dormitory produce a discordant form relationship to other college buildings, to the hill and top the immediate vicinity.

12. A long or wide building becomes excessively bulky in appearance when its height significantly exceeds that of buildings in the surrounding area.

    COMMENT: While the Federal Office Building is similar in length and width to many large buildings nearby, it exceeds the prevailing building heights and is a discordant element in the skyline.

13. A bulky building creates the most visual disruption when seen from a distance as the dominant silhouette against a background and/or foreground of much smaller structures.



14. Bulky buildings that intrude upon or block important views of the Bay, Ocean or other significant citywide focal points are particularly disruptive.

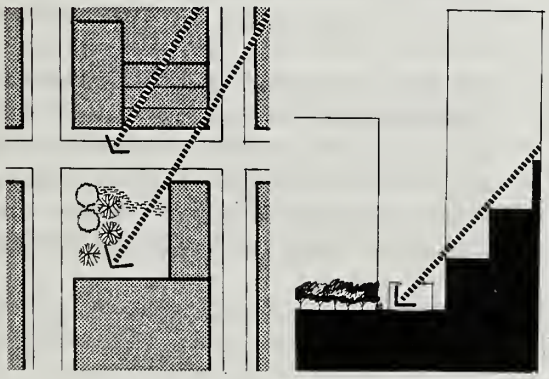
COMMENT: The Fontana Apartments, near the waterfront, block many public and private views of the Bay and Marin County.

15. Plazas or parks located in the shadows cast by large buildings are unpleasant for the user.



A: Large buildings can be oriented to minimize shadows falling on public or semi-public open spaces.

B: The height and mass of tall, closely packed buildings can be shaped to permit sunlight to reach open spaces.



16. Corner plazas can be pleasing if the streets are not excessively wide and if surrounding properties are developed with buildings that define the space well.

17. Elevated pedestrian levels in large developments, if they relate visually and functionally to the street-level pedestrian system, are easy to find and use and contribute to the consistency of development.

A clearly expressed transition from an elevated pedestrian system to the sidewalk ties the two systems together visually and functionally.

18. Buildings of a uniform height provide good spatial definition of larger public squares or plazas.

Larger public open spaces surrounded by irregular buildings are poorly defined.





POLICIES

Visual Harmony

POLICY 1

Promote harmony in the visual relationships and transitions between new and older buildings.

New buildings should be made sympathetic to the scale, form and proportion of older development. This can often be done by repeating existing building lines and surface treatment. Where new buildings reach exceptional height and bulk, large surfaces should be articulated and textured to reduce their apparent size and to reflect the pattern of older buildings.

Although contrasts and juxtapositions at the edges of districts of different scale are sometimes pleasing, the transitions between such districts should generally be gradual in order to make the city's larger pattern visible and avoid overwhelming of the district of smaller scale. In transitions between districts and between properties, especially in areas of high intensity, the lower portions of buildings should be designed to promote easy circulation, good access to transit, good relationships among open spaces and maximum penetration of sunlight to the ground level.

POLICY 2

Avoid extreme contrasts in color, shape and other characteristics which will cause new buildings to stand out in excess of their public importance.

Large buildings are most consistent with the visual unity of the city when they are light in color. The characteristics of San Francisco's climate and the varied effects of sunlight through the day in clear and fog-filled skies make bright but subtle hues a life-giving element in the skyline. Prominent new buildings should reflect this pattern.

Buildings of unusual shape stand out in the skyline. They call attention to themselves and correspondingly reduce the visual significance of other features in the city pattern. Such buildings may also create a jarring disharmony that counteracts the traditional blending of regular rectilinear forms in the San Francisco skyline. Unusual shapes, especially in large buildings, should therefore be reserved for structures of broad public significance such as those providing community-wide services.

POLICY 3

Promote efforts to achieve high quality of design for buildings to be constructed at prominent locations.

Certain buildings will achieve visual prominence, whatever their design, because of their exposed locations. Among such locations are those at tops of hills; those fronting on permanent open space such as the Bay, parks, plazas and areas with height limits; those facing wide streets or closing the vista at the end of a street; and those affording a silhouette against the sky, a muted background or a formal order such as in the Civic Center.

At locations of such prominence, the quality of building design is of special significance, and special efforts should be made to promote the best architectural solutions in both public and private buildings. In such solutions, the positive potentials of the site should be emphasized.

Height and Bulk

POLICY 4

Promote building forms that will respect and improve the integrity of open spaces and other public areas.

New buildings should not block significant views of public open spaces, especially large parks and the Bay. Buildings near these open spaces should permit visual access, and in some cases physical access, to them.

Buildings to the south, east and west of parks and plazas should be limited in height or effectively oriented so as not to prevent the penetration of sunlight to such parks and plazas. Larger squares and plazas will benefit, in addition, from uniform facade lines and cornice heights around them which will visually contain the open space.

Large buildings and developments should, where feasible, provide ground level open space on their sites, well situated for public access and for sunlight penetration. The location and dimensions of such open space should be carefully considered with respect to the placement of other buildings and open spaces in the area, and with respect to the siting and functioning of the building with which it is provided. Where separation of pedestrian and vehicular circulation levels is possible in provision of such open space, such separation should be considered.

POLICY 5

Relate the height of buildings to important attributes of the city pattern and to the height and character of existing development.

The height of new buildings should take into account the guidelines expressed in this Plan. These guidelines are intended to promote the objectives, principles and policies of the Plan, and especially to complement the established city pattern. They weigh and apply many factors affecting building height, recognizing the special nature of each topographic and development situation.

Tall, slender buildings should occur on many of the city's hilltops to emphasize the hill form and safeguard views, while buildings of smaller scale should occur at the base of hills and in the valleys between hills. In other cases, especially where the hills are capped by open spaces and where existing hilltop development is low and small-scaled, new buildings should remain low in order to conserve the natural shape of the hill and maintain views to and from the open space. Views along streets and from major roadways should be protected. The heights of buildings should taper down to the shoreline of the Bay and Ocean, following the characteristic pattern and preserving topography and views.

Tall buildings should be clustered downtown and at other centers of activity to promote the efficiency of commerce and avoid unnecessary encroachment upon other areas. Such buildings should also occur at points of high accessibility, such as rapid transit stations in larger commercial areas. In these various commercial centers, building height should taper down toward the edges to provide gradual transitions to other areas.

In residential and smaller commercial areas, tall buildings should occur closest to major centers of employment and community services which themselves produce significant building height, and at locations where height will achieve visual interest consistent with other neighborhood considerations. At outlying and other prominent locations, the point tower form (slender in shape with a high ratio of height to width) should be used in order to avoid interruption of views, casting of extensive shadows or other negative effects. In all cases, the height and character of existing development should be considered.

The guidelines in this Element express ranges of height that are to be used as an urban design evaluation for the future establishment of specific height limits affecting both public and private buildings. For any given location, urban design considerations indicate the appropriateness of a height coming within the range indicated. The guidelines are not height limits, and do not have the direct effect of regulating construction in the city.

POLICY 6

Relate the bulk of buildings to the prevailing scale of development to avoid an overwhelming or dominating appearance in new construction.

When buildings reach extreme bulk, by exceeding the prevailing height and prevailing horizontal dimensions of existing buildings in the area, especially at prominent and exposed locations, they can overwhelm other buildings, open spaces and the natural land forms, block views and disrupt the city's character. Such extremes in bulk should be avoided by establishment of maximum horizontal dimensions for new construction above the prevailing height of development in each area of the city.

The guidelines for building bulk expressed in this Element are intended to form an urban design basis for such regulation. These guidelines favor relatively slender construction above prevailing heights, but would not limit the horizontal dimensions of buildings below those heights. Generally speaking, the guidelines would not limit the total floor space that could be built, but would help to shape it to avoid negative external effects. If two or more towers are to be built on a single property, their total effect should be considered and a significant separation should be required between them. The precise form of the building or buildings would in large measure be left to the individual developer and his architects under these guidelines.



URBAN DESIGN GUIDELINES FOR HEIGHT OF BUILDINGS

Map 4

- 0–40 ft
- 41–88 ft
- 89–160 ft
- 161–240 ft
- 241–400 ft

→ LOWER END OF RANGE
→ MIDDLE OR LOWER END OF RANGE

OPEN SPACE
Any Development Subject To Review

MAXIMUM HEIGHT
Elevation Of Freeway

POINT TOWERS IN VICINITY

1. See Chinatown Area Plan
2. See Downtown Plan
3. See Rincon Hill Plan

0 ONE MILE



URBAN DESIGN GUIDELINES FOR BULK OF BUILDINGS

Map 5

Guidelines Apply Above Height Of	Guidelines For Maximum Plan Dimension	Guideline For Maximum Diagonal Plan Dimension
40 ft	110 ft	125 ft
80 ft	110 ft	125 ft
40 ft *	110 ft *	140 ft *
40 ft	250 ft	300 ft
60 ft	250 ft	300 ft
150 ft	250 ft	300 ft

0 ONE MILE

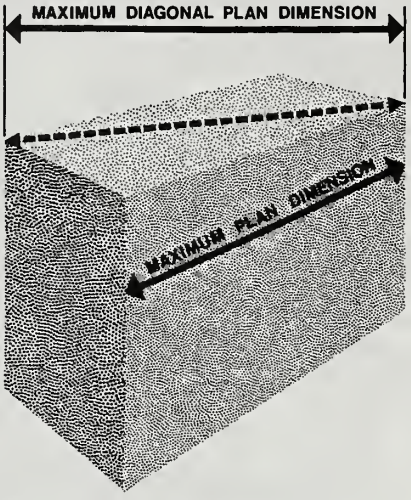
Bulk Regulated By Height Controls

OPEN SPACE: Any Development Subject To Review

* **Also Applies To Point Towers Where Designated In Urban Design Guidelines For Height Of Buildings.**

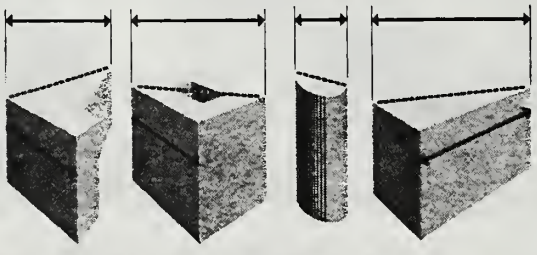
1. See Chinatown Area Plan
2. See Downtown Plan
3. See Rincon Hill Plan
4. See Mission Bay Plan

The guidelines of this Element for building bulk are only minimum guidelines, and they are not intended to reduce the necessity for other expressed policies pertaining to height, visual harmony or other factors. Even with building bulk kept within these guidelines, efforts should be made to articulate and soften building surfaces to reduce the massiveness of appearance to a great degree



METHOD OF MEASURING BULK

MAXIMUM PLAN DIMENSION: The greatest horizontal dimension along any wall of the building, measured at a height corresponding to the prevailing height of other development in the area.



BULK MEASUREMENTS APPLIED TO OTHER BUILDING FORMS

MAXIMUM DIAGONAL PLAN DIMENSION: The horizontal dimension between the two most separated points on the exterior of a building, measured at a height corresponding to the prevailing height of other development in the area.

Large Land Areas

POLICY 7

Recognize the special urban design problems posed in development of large properties.

The larger a potential site for development, the greater are apt to be the size and variety of the urban design questions raised. Larger sites may mean greater visual prominence of development and greater impact upon the city pattern. As more land area is included in a single project, the possibilities are increased that the public resources in natural areas, historic buildings and street space will be affected. Larger developments also have substantial requirements for public services, including transportation.

Under normal land use controls, most large development is governed by a "floor area ratio", which permits floor space to be built in each project in proportion to the amount of land area available. The floor area ratio limit tends to be geared to development of sites of small and moderate size, but not to take account of the impact of occasional developments that take up one or more whole blocks of land. Such developments, under this type of formula, may have a single building of truly massive proportions, or a series of building forms constructed in one or more phases.

These differences in nature and impact require that large sites be given close consideration in urban design planning.

POLICY 8

Discourage accumulation and development of large properties, unless such development is carefully designed with respect to its impact upon the surrounding area and upon the city.

The height and bulk guidelines of this Element will help to some extent in reducing the negative effects of development on large sites. They will not, however, deal with all the special problems raised or guarantee good quality of design.

Other measures are available and may be necessary. In some cases, ordinary zoning restrictions might be tightened, or rezoning to permit a large development might be deferred in the absence of adequate assurances of compatible development. New standards might be

added to require open space in large projects, and floor area ratios might be reduced or made less advantageous for larger sites.

Because government involvement often occurs as larger sites are developed, through marketing of the site itself, through redevelopment powers, through vacation of streets or in some other manner, the government role might be made more restrictive in such involvement.

There is no substitute, however, for early and frequent communication as to the merits and design of a proposed project between the developer and his architects on the one hand and public urban design professionals and interested citizens on the other. Such communication will give an early and more reasoned assessment of the positive and negative effects of the project upon the city and the surrounding area, and will reduce the chances of later delays and controversies. Processes toward these ends should be employed for all major projects in the city.

POLICY 9

Encourage a continuing awareness of the long-term effects of growth upon the physical form of the city.

Development of large properties, by condensing growth and change in certain areas of the city, emphasizes the effects that long-term growth and change can have upon the physical makeup of San Francisco. There is nothing in the nature of cities that will guarantee the continued livability of this or any other city. The citizens of San Francisco have an uncommon awareness that the environment is finite, and that the advantages of greater size and intensity may have ultimate limits.

That awareness is healthy and progressive and should be fostered. It should be given new outlets to help shape the physical form of the city. As in this Urban Design Element, it can identify the attributes of the city that need to be protected and enhanced. Good planning, supported by an interested public, can channel growth to the right places in the city, build growth around previously established transportation systems and other services, cause other public costs to be borne in part by the developers who benefit from them, and hold in place the natural regulators of growth such as streets and open spaces. Above all, it can and should control the form of individual buildings so that they will be compatible with the character of the city.

More should be known as to the long term effects of growth in San Francisco. These effects and the means for moderating them should be studied in a rational manner through the normal processes of planning, and none of the important factors should be overlooked. Ultimately, certain limits upon total growth may prove to be necessary if the integrity of the city is to be preserved.

NEIGHBORHOOD ENVIRONMENT

HUMAN NEEDS

The people of San Francisco are the city's reason for being and its hope for the future. Most residents live in areas that can be characterized as distinct neighborhoods, and the quality of these neighborhoods has a strong effect upon their personal outlook. Neighborhood quality is of overriding importance to the individual, since the most basic human needs must be satisfied close to home. The long-term future of the city's entire physical environment may also depend upon good neighborhoods, because only when they find satisfaction in their own areas can residents freely turn their attention to matters affecting the larger community.

There is no great difference of opinion as to what makes a neighborhood a good place to live from an urban design standpoint: people wish to have a tolerable and comfortable living environment, safe and free from stress, and the elements that make up such an environment are easily described. People also wish to know that their neighborhoods will be guarded against physical deterioration, and that any elements they consider deficient are likely to be improved. Because neighborhood quality is defined in the residents' own terms, the neighborhood environment will be better if residents participate in the planning of local improvements.

Studies show that the outstanding concerns of people today in their neighborhood environment are matters of health and safety. Traffic is the leading issue, with automobiles moving through residential areas in large volumes and at high speeds, producing noise and pollutants and putting pedestrians in constant danger. With each increase in traffic the streets become less a part of the living environment and more a world of their own. Residents find the streets unsafe and unpleasant, and try to shut them out.

The quality of neighborhood maintenance is also of major concern. A sense of pride and satisfaction requires that all parts of the local environment be well maintained: streets, parks, public buildings, neighbors' properties, and especially one's own house and yard. When the area is well kept and has visual qualities that distinguish it from other areas, a resident has a feeling of neighborhood that gives him a sense of being at home though he may be a block or more from his dwelling.

Another element of good neighborhoods is the presence of open space and recreation opportunities. The most satisfying recreation space is close by and visible, with a feeling of nature and a variety of facilities for all age groups. Such recreation space may be found on private properties, in neighborhood parks, along the sidewalks and in undeveloped street areas. On a citywide scale, larger recreation facilities that require travel away from home provide an even greater variety of opportunities. On this larger scale, the shoreline of San Francisco Bay has a potential that is not fully used.

There are many other elements that can bring amenity to the neighborhood environment. Planting in streets and yards, well designed and well cared for, adds immeasurably to the visual quality of an area, softening and complementing the hard appearance of pavement and buildings. Continuous building facades and generous sidewalks with interesting details establish a pleasant mood for the pedestrian. Freedom from the clutter of open parking lots, large signs and overhead wires can also make the difference between an agreeable living environment and one that is disquieting or even blighted.

With respect to the many improvements in environment that can be made by public and private actions, the needs of the city's neighborhoods are by no means uniform. Some neighborhoods have serious deficiencies in one or more elements affecting neighborhood quality, while others are more fortunate. Some neighborhoods have greater needs because their residents live in conditions of greater density, or because the residents include more children and older people who tend to live within a smaller world in which the resources close at hand are the most important. People of low income, too, especially renters who have little direct role in maintaining their own physical environment, have special needs that characterize certain neighborhoods where the danger of physical decline is already very apparent.

These differences in neighborhoods point up the need to establish priorities in the programs that will stabilize and improve the local environment. Where serious physical deficiencies already exist, and where the density, age and economic status of residents indicate special needs, the neighborhoods require immediate and continuing assistance. Of equal importance, however, are many other areas that may be on the verge of physical decline. These other areas require priority because the residents' fear of change may contribute as much as any other factor to real deterioration, and such fear can be overcome by visible efforts to stabilize the neighborhood. Once lost, the existing resources in any neighborhood can be restored only through great expense and dislocation. The programs relating to neighborhood environment should, therefore, be designed both to hold neighborhood quality at its present levels and to improve deficient areas that do not enjoy the fine attributes of other parts of San Francisco.

OBJECTIVE 4

IMPROVEMENT OF THE NEIGHBORHOOD ENVIRONMENT TO INCREASE PERSONAL SAFETY, COMFORT, PRIDE AND OPPORTUNITY

San Francisco draws much of its strength and vitality from the quality of its neighborhoods. Many of these neighborhoods offer a pleasant environment to residents of the city, while others have experienced physical decline and still others have never enjoyed some of the amenities common to the city as a whole. Measures must be taken to stabilize and improve the health and safety of the local environment, the psychological feeling of neighborhood, the opportunities for recreation and other fulfilling activities, and the small-scale visual qualities that make the city a comfortable and often exciting place in which to live.



COINCIDENCE OF ENVIRONMENTAL DEFICIENCIES AND SOCIAL/ECONOMIC FACTORS

Map 6

NOTE:

ENVIRONMENTAL DEFICIENCIES -
a rating below the city average for the following:

1. LEVEL OF MAINTENANCE (cleanliness and state of repair of sidewalks, streets, ;yards and buildings)
2. PRESENCE OF NATURE (quantity and quality of trees, shrubbery, flowers, grass, water and other visible natural features)
3. DISTANCE TO OPEN SPACE (reasonable walking distance to accessible public open space, with size and variety of facilities considered)
4. VISUAL INTEREST OF STREET FACADES (variety and quality of architectural styles and character, landscaping, scale, colors and pattern)

SOCIAL/ECONOMIC FACTORS -
indicators of environmental needs, as follows:

1. HIGH HOUSING TURNOVER AND AVERAGE TO LOW INCOME
2. HIGH INCIDENCE OF CHILDREN (estimated 12 or more elementary sch;ool children per block)
3. HIGH INCIDENCE OF ELDERLY (16 or more persons 65 years or older per 100 total persons)
4. HIGH RESIDENTIAL DENSITY (60 or more persons per gross acre)

Data: 1968-1969 surveys; San Francisco Unified School District, 1970; U>S> Census, 1960

FUNDAMENTAL PRINCIPLES FOR NEIGHBORHOOD ENVIRONMENT

These fundamental principles and their illustrations reflect the needs and characteristics with which this Plan is concerned, and describe measurable and critical urban design relationships in the neighborhood environment.

1. The livability, amenity and character of residential areas are greatly enhanced by trees, more so than by any other single element.

2. In areas where houses have no front yards, a sense of nature can be provided by planting in the sidewalk area.

   COMMENT: Front yards (setbacks) are not required in many parts of the city. This results in rows of buildings adjacent to the sidewalk. At times it creates a pleasing sense of enclosure; but the result can be rather bleak and monotonous when the street is unrelieved by landscaping or the buildings lack visual interest. A few large trees or other street landscaping can add a needed sense of nature and variety.



3. The use of appropriate plant material, and careful consideration of environmental factors in the design of landscaping and open space, contribute to a neighborhood's identity and improve its environmental quality.

   COMMENT (a): Areas of poor environmental quality can often be improved by the addition of benches, trees, shrubs, and textured paving. A "vest-pocket" park in a dead-end service court in Chinatown is one potential form for such improvement.

   COMMENT (b): Landscaping can screen residences from commercial or industrial activities, such as by reducing the glare of lights at gas stations and parking lots.

   COMMENT (c): Windbreaks can make open spaces more pleasant and usable in windy areas. The sunning area at Phelan State Beach is a good example.

   COMMENT (d): A consistent and attractive neighborhood landscaping theme can be established, such as the flowering street trees on Edgewood Avenue.

   COMMENT (e): Open space that contains facilities desired by the residents, and that is designed when possible with local participation, is more likely to be used and cared for by local residents.

4. Open space and landscaping can give neighborhoods an identity, a visual focus and a center for activity.

   COMMENT (a): Dolores Street has a special identity because its median is consistently planted with large, distinctive palm trees.



   COMMENT (b): Mission Park and Washington Square are examples of open spaces that are both centers for activity and features giving identity to the surrounding area.

5. Street rights-of-way on hills too steep for cars or not needed for traffic use are useless for people if covered with concrete. They can be modified to provide useful and attractive open space.

6. Wide, generous sidewalk areas provide opportunities for outdoor recreation and pedestrian amenities.

   A: Portions of wide sidewalks can be turned into children's play areas, and sitting areas for adults.

   B: In intensive shopping areas, wide sidewalks allow free pedestrian movement, and provide room for benches for resting and shelters for transit patrons.

7. Interesting details in the design of street furniture, paving and other features in pedestrian area can increase the amenity and character of streets.

8. Wide streets can be narrowed at the intersections and landscaped to provide sitting areas and visual amenity.





9. Open, unlandscaped parking areas are dull and unattractive, and generally have a deleterious effect upon their surroundings.

A: Parking lots next to the street, such as those for supermarkets and diners, detract from street life and impair definition of street space. Placement of buildings adjacent to the street, with the parking behind, can improve this condition.

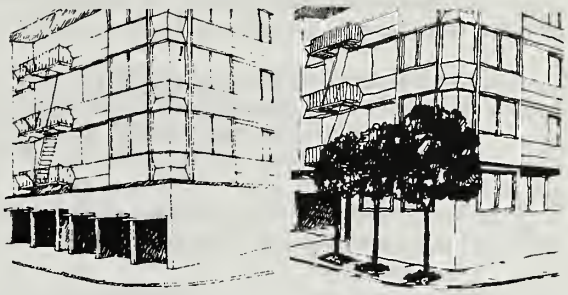
B: Parking lots along the street in housing developments neither define the street nor contribute visual interest.

C: Parking under buildings or in an inside court allows the building to help define the street and avoids the blighting visual effects of an exposed parking lot.

10. Parking garages lack visual interest if they have extensive rows of doors, blank walls or exposed vehicles. Extensive curb cuts prevent planting and other enhancement of the street, eliminate curb-side parking and are potentially dangerous to pedestrians.

A: Arcades create some visual interest where long garage facades or multiple driveways cannot be avoided.

B: Restricting entry and exit points minimizes curb cuts.



C: A basement garage one-half level down brings the building closer to street level and increases visual interest for pedestrians.

D: The inclusion of stores at ground level maintains continuity of pedestrian activity on what would otherwise be a sterile street frontage of parking garages in a commercial area.

11. Fast and heavy traffic on residential streets makes them unattractive for pedestrian activities, and generates irritating dirt and noise.

COMMENT: Widening of residential streets or making them one-way can increase traffic-carrying capacity at the expense of the environment for fronting residences.



12. Excessive speeds and amounts of traffic in residential neighborhoods can be reduced by a variety of design techniques, including narrowing of streets or intersections, landscaping, diversion of traffic and closing of streets.

    A: Visually narrow street spaces assist in reducing the speed of traffic. Most drivers tent to reduce speed in confined spaces, since confinement narrows the field of vision and creates a sense of rapid movement.

    B: Diversion of cars from a straight path in a residential neighborhood is an effective way of discouraging through traffic.

    C: Modifying long, wide, straight sections of street eliminates the opportunity or temptation for vehicles to speed.

13. Intensive landscaping, walls and other screening devices can insulate residential and pedestrian areas from the adverse effects of heavily used trafficways.

    A: Buffer planting can effectively screen adjacent residences from heavy traffic.

    B: Park areas and smaller open spaces can be protected from the noise and sight of traffic if well screened by berms, changes in level, and landscaped barriers.

    C: Even small-scale landscaping can ameliorate the effect of heavy traffic on adjacent areas.

14. Separation of pedestrian and vehicle movement eliminates conflicts and contributes to pedestrian comfort.

    Pedestrians and vehicles can be separated by creating separate levels or by prohibiting traffic from certain streets.



15. In the design of new pedestrian areas, changes of level can add greatly to interest and amenity if a reasonable relationship between levels is maintained.

    Most important is the visual connection between levels, which enhances the experience of being on one level through awareness of the other level(s).

    COMMENT (a): A space slightly above street level gives a sense of overlook and advantage to its occupants, while the passerby retains visual connection and interest.

    COMMENT (b): A space slightly below street level gives a sense of intimacy and enclosure to its occupants, as well as a sense of overlook and advantage for the passerby on the sidewalk.

    COMMENT (c): A space too far above street level loses visual contact with the street.

    COMMENT (d): A small space too far below street level is uncomfortable to its occupants and suitable only as a place of movement or access.

16. Continuity of interest and activities at ground level in commercial buildings adjacent to pedestrian ways creates rich street life and enhances pedestrian experiences.

    A: Stores contribute both visual interest and activity to the street in downtown and district shopping areas and are the principal generators of street life.



    B: Office lobbies usually lack interest for the passerby, and they can detract from a good shopping environment.

    C: Major office buildings contribute more to street life if they have commercial activity at ground level.

17. Arcades provide continuous covered access to buildings and greatly increase pedestrian comfort in inclement weather.

18. Alleys and small streets which are usable as part of the general network of pedestrian and service ways are potential areas of activity and interest.



COMMENT: Large new projects that provide midblock pedestrian and service shortcuts similar to those that now exist would continue and improve upon a workable pattern.

19. Planting and paving treatment in alleys, coupled with active uses in the adjacent buildings, form, in effect, a commercial promenade.

COMMENT: The intimate pedestrian scale offers a welcome contrast to the wider streets around.



20. Dignified and well-maintained signs designed with respect for the scale and character of the street can enhance commercial areas.

When signs do not relate to the area, when they reach excessive size, and when they feature blatant and discordant designs, they reflect poorly upon the overall quality of a commercial area.

21. Pedestrian scale can be achieved at the base of large vertical building surfaces by the use of arcades, emphasis of horizontal divisions, texture and other architectural details.

22. The undergrounding of overhead utility wires enhances the appearance of streets and neighborhoods.

23. Attractive and well-maintained public buildings, streets and parks can stimulate private improvements.

24. Public buildings can contribute to neighborhood appearance if they are well-designed, attractively painted and generously landscaped.

COMMENT (a): Chain link fencing used around many school grounds is unattractive. The growing of ivy on such fencing can ameliorate its effect somewhat.

COMMENT (b): Lack of landscaping and total asphalting make school playgrounds a negative rather than a positive feature in many neighborhoods.

COMMENT (c): Use of bright and lively colors in painting drab public buildings could enhance many neighborhoods.

25. Parks on hillsides can be developed for sitting areas with views, and for unusual recreational facilities that take advantage of the hill, such as a long slide for children.

26. Private lands that are landscaped or developed as open space contribute to the visual and recreational resources of the city.

COMMENT (a): Private landscaping or developed as open space contribute to the visual and recreational resources of the city.

COMMENT (b): As the city becomes increasingly built up and acquisition of public open space more difficult, privately developed open spaces become more important. Open spaces at the Crown-Zellerbach Building and St. Francis Square are good examples of such private development.

27. Improved and diverse means of transportation can increase the value and use of parks.

The ease with which pedestrians and motorists locate parks can be increased by improved signs or special roadway treatment.

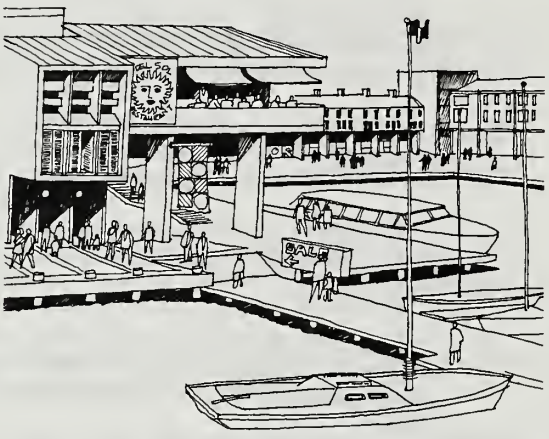
28. If auto traffic and parking in parks are discouraged, recreational use can be increased.

COMMENT: A large park such as Golden Gate Park can be made more usable by a special transportation system that links various facilities and encourages motorists to leave their vehicles outside the park or in peripheral parking areas.

29. Waterfront development that maximizes the interface between land and water increases the opportunities for public access to the water's edge.

A: Finger piers create a greater variety of possible ways to experience the water and the city.

B: Commercial and residential uses oriented toward the water and designed to create varied public spaces can add visual interest to the waterfront.



30. Open space along the water provides opportunities for maximum public use of the waterfront.



31. Street rights-of-way carried through to the water allow views directly to the waterfront and provide a sense of contact with the water.



POLICIES

Health and Safety

POLICY 1

Protect residential areas from the noise, pollution and physical danger of excessive traffic.

In order to reduce the hazards and discomfort of traffic in residential neighborhoods, a plan for protected residential areas should be put into effect. Such a plan is intended to prevent or discourage heavy, fast and through traffic from using residential streets, and to put such traffic on arterial streets where the impact upon residential areas will be less disruptive. Although development of further traffic-carrying capacity on some arterials may be warranted, the local streets should remain as they are or have their capacity reduced.

The speed and volume of traffic on protected streets should be limited by all practical means. Such means include making streets discontinuous to divert traffic from a straight path, narrowing streets and intersections, creating the appearance of narrowness through landscaping and other improvements, and prohibiting access from arterial streets by signs and barriers. Such changes in streets should be so designed that they will not limit the access of vehicles for police and fire protection and other emergency purposes in the protected areas. The total effect of these changes in residential streets should be to give the dominant position to residential qualities and pedestrians rather than to vehicles.

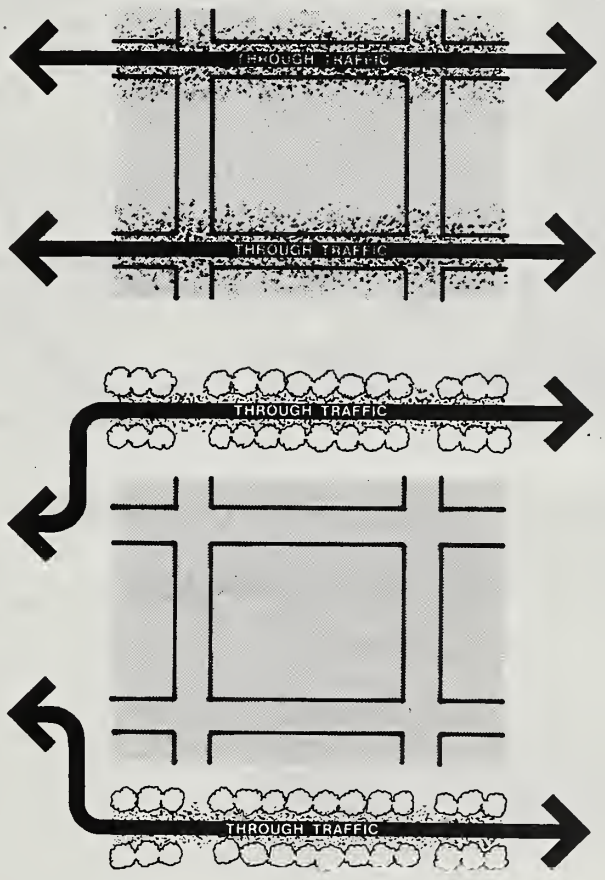
Land uses throughout the city should be regulated in such a way that heavy traffic will not be drawn through protected streets by large commercial, industrial and institutional traffic generators. Traffic for these generators should be channeled as much as possible on arterial streets. High traffic speeds should be discouraged on non-residential streets where the traffic on those streets is destined for protected residential streets.

POLICY 2

Provide buffering for residential properties when heavy traffic cannot be avoided.

When arterials and other streets having heavy traffic must go through residential areas, steps should be taken to screen dwellings from the noise, fumes and other adverse effects of traffic. Heavy landscaping at the sides of streets and in center islands may provide an effective barrier, as can walls, differences in elevation and the setting back of dwellings from the roadways.

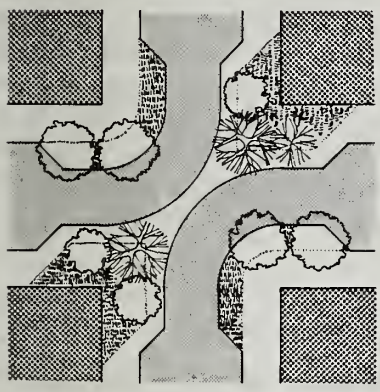
Dwellings along streets with heavy traffic should, where possible, have the main orientation of their living space and access away from the traffic. In some cases further measures such as soundproofing may be required. Business and industries that attract or produce heavy traffic, such as service stations and trucking terminals, should be screened from nearby residential areas. Screening should be provided, as well, for all open parking lots within or adjacent to residential areas. All of the aforementioned considerations should apply to recreation areas as well as to dwellings.



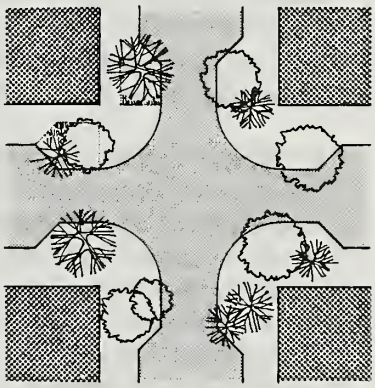

PRESIDIO
GOLDEN GATE PARK
Fulton St
Lincoln Way
Irving St
Judah St
Noriega St
Ortega St
Taraval St
Sloat Blvd
Great Highway
Fort Funston
Lake Merced
Geary Blvd
Post St
Sutter St
Bush St
Pine St
California St
Clay St
Sacramento St
Washington St
Jackson St
Broadway
Vallejo St
Green St
Union St
Filbert St
Greenwich St
Lombard St
Chestnut St
Francisco St
Bay St
Marina Blvd
Beach St
Northpoint St
Columbus Ave
Van Ness Ave
Polk St
Larkin St
Hyde St
Leavenworth St
Jones St
Taylor St
Mason St
Powell St
Stockton St
Grant Ave
Kearny St
Montgomery St
Sansome St
Battery St
Front St
Drumm St
Market St
Embarcadero
Main St
Spear St
Steuart St
Beale St
Davis St
Pierce St
Scott St
Divisadero St
Baker St
Lyon St
Broderick St
Presidio Ave
Arguello Blvd
Funston Ave
19th Ave
Park Presidio Blvd
Stanyan St
Masonic Ave
Parnassus Ave
Frederick St
Carl St
Cole St
Belvedere St
Clayton St
Ashbury St
Haight St
Waller St
Oak St
Fell St
Hayes St
Gough St
Octavia Blvd
Franklin St
Gough St

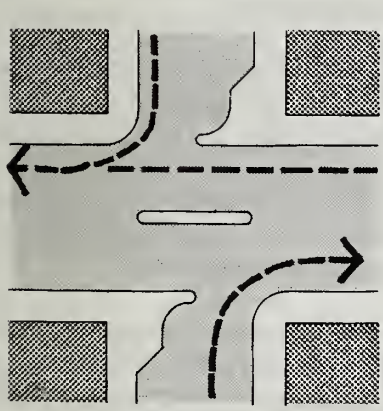
PLAN FOR PROTECTED RESIDENTIAL AREAS:

Illustrated below are some of the means by which the speed and volume of traffic can be reduced on residential streets. The designs shown are simple prototypes. When used in combination and adapted to specific streets, such methods can significantly discourage heavy, fast and through traffic and divert vehicles to arterial streets. In many cases, too, these designs can improve the visual quality of residential neighborhoods provide usable open space for landscaping, playgrounds and sitting areas.

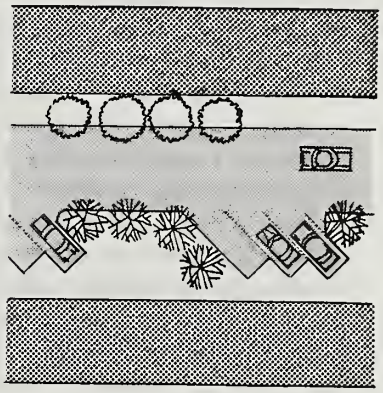


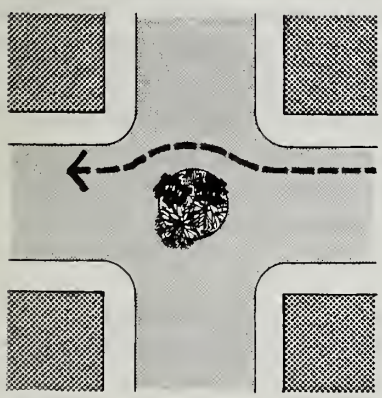
1. Diverters at intersections to prevent traffic from following a straight and through path.
2. Narrowing of the pavement at intersections to slow traffic, reduce the length of crosswalks and increase the caution of drivers.



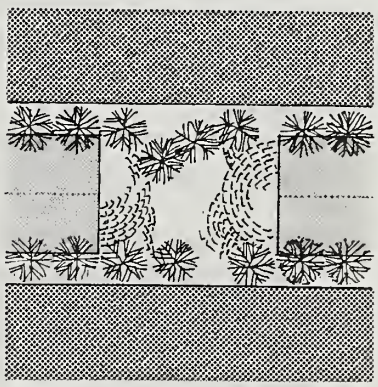


3. Controlled access to and from arterial streets that makes the local streets discontinuous.
4. Narrowing of the roadway without loss of parking spaces by alternating of landscaped areas with diagonal parking.





5. Highly visible landscaped islands to slow traffic at intersections.



POLICY 3

Provide adequate lighting in public areas.

In order to reduce the hazards of traffic at night, and to provide security from crime and other dangers, public areas should have adequate lighting. Although the need for lighting is general, special attention should be given to crosswalks and to pathways in parks and around public buildings. Care should be taken to shield the glare of any such lighting from residential properties.

POLICY 4

Design walkways and parking facilities to minimize danger to pedestrians.

Pedestrian walkways should be sharply delineated from traffic areas, and set apart where possible to provide a separate circulation system. Where necessary and practical, the separation should include landscaping and other barriers, and walkways should pass through the interiors of blocks. Walkways that cross streets should have pavement markings and good sight distances for motorists and pedestrians.

Driveways across sidewalks should be kept to a practical minimum, with control maintained over the number and width of curb cuts. Barriers should be installed along parking lots to avoid encroachments on sidewalks, with adequate sight distances maintained at driveways. Truck loading should occur on private property rather than in roadways or on the sidewalks, and sidewalk elevators should be discouraged. Residential parking should be as close as possible to the dwelling served, with adequate lighting along the walking route from the parking to the dwellings.

Feeling of Neighborhood

POLICY 5

Provide adequate maintenance for public areas.

In view of the importance attached to the cleaning, paving and other maintenance of streets as an index of neighborhood upkeep, and as a stimulant to private improvements, these types of programs should be carried on continuously and effectively.

The same degree of maintenance should be accorded to parks, buildings and other public facilities. In both the initial design and the upkeep of these facilities, the image of government and of its role in the community should be made attractive and inviting. Special attention should be given to the landscaping of public buildings.

POLICY 6

Emphasize the importance of local centers providing commercial and government services.

Local centers for shopping, government services and congregation of people should stand out in their areas. Landscaping, distinctive pavement and other features will help to emphasize these centers. Along shopping streets pedestrian interest should be maintained by continuous store frontages. Government services for the local area, such as offices and libraries, should occupy the same center as the commercial activities.

POLICY 7

Encourage and assist in voluntary programs for neighborhood improvement.

Neighborhood participation in programs for the physical improvement of residential and shopping areas assures an additional measure of pride and satisfaction in the results, and helps to stimulate continuous maintenance of the improvements. Such stimulation of neighborhood interest may be unnecessary or more drastic action for upgrading of the area at some future time.

Programs that can make use of both voluntary work and government assistance include street tree planting and development of small parks and other recreation facilities. Where possible, significant public improvements in street areas should be accompanied by financial and design assistance to property owners under programs such as the Federally Assisted Code Enforcement Program which assure the coordinated upgrading of an entire neighborhood.

Opportunity for Recreation

POLICY 8

Provide convenient access to a variety of recreation opportunities.

As many types of recreation space as possible should be provided in the city, in order to serve all age groups and interests. Some recreation space should be within walking distance of every dwelling, and in more densely developed areas some sitting and play space should be available in nearly every block. The more visible the recreation space is in each neighborhood, the more it will be appreciated and used.

Recreation space at a greater distance should be easily accessible by marked driving routes, and where possible by separated walkways and bicycle paths. Larger recreation areas should be highly visible. San Francisco Bay is included among the major recreation resources of the city, and visual and physical access to the Bay should be increased, with a maximum interface of land and water made available in new developments having public access.

All possible means of providing recreation facilities should be explored. Some historic buildings and their sites have such a potential. Many commercial areas have a semi-recreational aspect, and this aspect should be recognized and strengthened. Where possible, new facilities such as parking garages in more intensively developed parts of the city should have recreation space placed above them.

POLICY 9

Maximize the use of recreation areas for recreational purposes.

Parks provide their greatest service to the community when they bring a sense of nature to city residents. Recreation facilities suited to each park and its neighborhood should be installed and maintained, while facilities not primarily intended for recreation or not requiring a park location should be placed outside the park system.

Automobile traffic in parks should be minimized, and where possible means of transportation other than automobiles should be provided in larger parks. Automobile parking should occur at the edges of parks, preferably outside the park boundaries. Parking lots and other visually distracting uses should be screened from the areas devoted to recreation.

POLICY 10

Encourage or require the provision of recreation space in private development.

As the city grows more intensive, much of the new area for recreation will have to be provided on private property, whether for individual developments or for the public at large. This recreation space may be of many types.

Recreation space should be provided in large developments, especially in areas of high population and building density. In the downtown area, well-designed plazas with public access and good exposure to sunlight serve this function. In apartment developments, some of the recreation needs of the occupants should be satisfied on the site itself, if necessary by joint use of space by several properties in the block. New developments along the shoreline of the Bay should whenever possible provide recreation space or general public access to the Bay.

POLICY 11

Make use of street space and other unused public areas for recreation.

Walking along neighborhood streets is the common form of recreation. The usefulness of streets for this purpose can in many cases be improved by widening of sidewalks and installation of simple improvements such as benches and landscaping. Such improvements can often be put in place without narrowing of traffic lanes by use of parking bays with widening of sidewalks at the intersections and at other points unsuitable for parking.

Streets that have roadways wider than necessary, and streets that are not developed for traffic because of their steepness, provide exceptional opportunities for recreation. These areas can be developed with playgrounds, sitting areas, viewpoints and landscaping that make them neighborhood assets and increase the opportunities for recreation close to the residents' homes.

Visual Amenity

POLICY 12

Install, promote and maintain landscaping in public and private areas.

Trees and other landscaping are a recurring theme in these policies, for they add to nearly any city environment. Both public and private efforts in the installation and maintenance of landscaping should be increased.

In residential areas, side yards and setbacks provide the best opportunities for landscaping visible in public areas. If no such space exists, then trees should be placed in the sidewalk area, preferably in the ground. Care should be taken to select species of trees suitable to each location. The most visible points, such as street intersections, should be given special attention.

Other unused opportunities for landscaping exist on exposed banks, usually along roadways. Where it is feasible, these should be planted and maintained by the public or private owners of the land. Portions of parks that are unlandscaped should also be considered for new planting, especially when the areas are visible from nearby neighborhoods.

POLICY 13

Improve pedestrian areas by providing human scale and interest.

In addition to landscaping, other features along the streets add to the comfort and interest of pedestrians. Sidewalk paving and furnishings, if designed in a unified way, make walking more pleasurable. Gentle changes in level have the same effect. In commercial areas, continuous and well-appointed shop windows and arcades are invitations to movement. Little-used alleys can be improved as walkways, and new promenades put through blocks in new development. Greater comfort should also be provided at transit stops, where benches and shelters can be placed on sidewalks and on private property.

POLICY 14

Remove and obscure distracting and cluttering elements.

No other element in the street environment is more disrupting than exposed parking. Parking lots and open parking decks break the building facades and stand as large voids in visual interest. Exposed vehicles clutter the pedestrian's view and reduce the sidewalk to a narrow corridor between rows of automobiles. Parking should, wherever possible, be placed beneath or behind buildings or else screened from view by landscaping, walls or fences. The screening should be designed to restore to the street some of the visual interest that has been taken away by the removal of buildings.

Signs are another leading cause of street clutter. Where signs are large, garish and clashing they lose their value as identification or advertising and merely offend the viewer. Often these signs are overhanging or otherwise unrelated to the physical qualities of the buildings on which they are placed. Signs have an important place in an urban environment, but they should be controlled in their size and location.

Other clutter is produced by elements placed in the street areas. The undergrounding of overhead wires should continue at the most rapid pace possible, with the goal the complete elimination of such wires within a foreseeable period of time. Every other element in street areas, including public signs, should be examined with a view toward improvement of design and elimination of unnecessary elements.

POLICY 15

Protect the livability and character of residential properties from the intrusion of incompatible new buildings.

Whatever steps are taken in the street areas, they may be lost in the changed atmosphere produced by new buildings. Human scale can be retained if new buildings, even large ones, avoid the appearance of massiveness by maintaining established building lines and providing human scale at their lower levels through use of texture and details. If the ground level of existing buildings in the area is devoted to shops, then new buildings should avoid breaking the continuity of retail space.

In residential areas of lower density, the established form of development is protected by limitations on coverage and requirements for yards and front setbacks. These standards assure provision of open space with new buildings and maintenance of sunlight and views. Such standards, and others that contribute to the livability and character of residential neighborhoods, should be safeguarded and strengthened.

COMMUNITY FACILITIES



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AN ELEMENT OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO



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DEPARTMENT OF CITY PLANNING

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COMMUNITY FACILITIES

POLICE FACILITIES

INTRODUCTION

The purpose of the Police Facilities Section of the Community Facilities Element is to establish objective, policies, and criteria, for meeting San Francisco's long-range police facility requirements. The objectives address broad goals as they relate to the distribution, location, design and use of police facilities. Policies are courses of action which are supportive of the objectives and, together with criteria, provide a continuing guide and directive for public decisions.

The plan deals with police facilities. It does not represent a plan for police operations. That task is the responsibility of the Police Department. However, the Police Facilities Section recognizes that changes in operations will inevitably take place and that inherent flexibility to accommodate operational changes is an essential component of a responsive and effective facility plan.

The plan was prompted by an awareness by the Police Department of general facility inadequacies and deterioration of older buildings, and reflects a joint effort by the Police Department and the Department of City Planning.

Historical Perspective

Many of San Francisco's police facilities reflect the operational and locational criteria of the early 1900's. Police practice at that time required that the location of police stations be determined by the walking radius of officers in developed areas. Patrol by horse required stables at outlying stations. The grooming and care requirements for horses suggested that station with stables be located in or adjacent to parks.

Only a few police buildings approach contemporary facility standards. The remaining facilities vary only in degree as to their level of physical deterioration and functional obsolescence. Several stations still have stables and none have accommodations for female patrol officers.

While the prospect of replacing or rehabilitating police facilities implies a burden in terms of cost, it also poses the opportunity to plan, design and locate new facilities in a manner responsive to future community needs and desires. To this end, this plan has been formulated based on several fundamental assumptions.

Fundamental Assumptions

1. The effectiveness of police service is enhanced when provided on a neighborhood level.

Recent advances in communication and the common use of cars has had a significant impact on police operations and community perceptions of police effectiveness. The patrol car in many instances has replaced the beat officer; and, as a result, a certain detachment has developed between the police and community. In an effort to strengthen rapport and cooperation between the police and community, citizens and officers alike have sought means for reestablishing police/community relations. The decentralization of police services through district stations is viewed as an effective means for developing and maintaining police community ties. Both police professionals and the public are generally of the view that stationing police personnel within a neighborhood and providing a broader range of services at the neighborhood or district level foster a greater sense of mutual commitment, concern and understanding.

Responsive police service requires continued sensitivity to changing community concerns regarding law enforcement, and continued adjustment in which services are performed and how they are performed. This can best be achieved when police personnel are in tune with community attitudes and can respond on a neighborhood level.

2. Technological and social changes require adaptability and flexibility of police facilities.

Technological and social changes have a continuing impact on police operations. Technological applications have greatly increased the effectiveness of police service and will probably continue to do so. For example, the 911 telephone program provides citywide communication access to all emergency services. Computer applications aid in manpower deployment and criminal detection, and new applications are under study. Future effectiveness of police facilities will depend on their adaptability to new technology.

Cultural changes are also affecting police operations. An increasing influx of women to the force requires adjustments in operations and facilities. Likewise, increasing demands for expansion of police services and better safeguards for citizens involved in police-related incidents call for a greater degree of specialization in police skills and accompanying facilities required for the professional delivery of services. New and renovated police facilities must have the inherent capacity and flexibility to adapt to technological and operational changes within a changing society.

3. While facilities contribute to effective police operations, the prime responsibility for public safety rests with both police personnel and the community.

Police personnel, the programs, training, and policies that guide their actions, and the nature of community support are the key elements in effective crime prevention and public safety. Facilities are important only to the extent they contribute to efficient operations and provide the setting for constructive police neighborhood interaction.

OBJECTIVES AND POLICIES

OBJECTIVE 1

DISTRIBUTE, LOCATE, AND DESIGN POLICE FACILITIES IN A MANNER THAT WILL ENHANCE THE EFFECTIVE, EFFICIENT AND RESPONSIVE PERFORMANCE OF POLICE FUNCTIONS.

The distribution, location and design of police facilities contribute to operational efficiency and flexibility. Improved efficiency frees officers for patrol and community relations work, while flexibility allows for adjustments in deployment of police resources in response to changing needs.

In order to provide responsive police service, the organization of police operations should meet two basic concerns: police service on a neighborhood level, and overall citywide coordination of police activities. Responsiveness to neighborhoods calls for close community integration of services such as patrols, community relations, and public information. Overall departmental coordination requires the centralization of administration, communications staff services, records, and investigations in order to provide a citywide overview.

Those police services which relate on a neighborhood level, or which need not be carried out centrally, should be assigned to district stations. Activities which relate to the city as a whole should be centralized. The

expansion of the number of free standing facilities housing specialized functions should be discouraged since facilities in themselves require manpower for security and administrative staffing. As a general rule, expansion of police services should be accommodated either at district stations or at police headquarters.

POLICY 1

Locate police functions that are best conducted on a centralized basis in a police headquarters building.

Effective police service and management require the overall coordination of departmental activities and programs so that all citizens are assured of an equitable level of police service. Such coordination can best be achieved through the centralization of certain key activities. Such as administration, departmental policy formulation, program planning, manpower and resource allocation, information management, citywide operations and communications control and dispatch, and centralization of police records. Centralization of these functions minimizes administrative activities at the district station level, while maximizing effectiveness by freeing police officers for patrol work and by supporting them with a comprehensive communications and information network.

POLICY 2

Provide the number of district stations that balance service effectiveness with community desires for neighborhood police facilities.

The distribution, location, and design of district stations should provide effective policy services at the neighborhood level and maximize the number of police personnel available for patrol work. A relationship and possible trade-off exists between the number of district stations and the effectiveness of police service since police personnel required for station staffing might be poorly utilized if there is insufficient demand for their services. In order to maximize patrol and service effectiveness and still maintain the symbolic neighborhood value and public service convenience provided by neighborhood police facilities, a balance must be struck between operational requirements for district stations and community desires for maintaining police facilities in their neighborhoods.

Community sentiment clearly favors nine district stations, and that number represents a satisfactory balance between operational efficiency and community desires for a neighborhood police presence. Therefore, unless public sentiment changes in the future, nine district should be retained.

POLICY 3

Enhance closer police/community interaction through the decentralization of police services that need not be centralized.

Expressed community desires for maintaining a district station concept stems from the feeling that stationing police officers within a neighborhood fosters a greater sense of commitment, concern, and understanding, resulting in better police service and expanded community participation and cooperation in public safety efforts. This feeling is shared by police officers and suggests a greater decentralization of police personnel, operations, and services.

To the extent possible, the broad range of police services that do not require centralization for effective performance, should be decentralized with service responsibility assigned on a neighborhood or a district station level. Decentralization of services should be based on a comprehensive review of current police operations, long-range programs for future services, and community input. New and renovated district stations should have the inherent capacity and flexibility to accommodate decentralization of services.

POLICY 4

Distribute, locate, and design police support facilities so as to maximize their effectiveness, use, and accessibility for police personnel.

Firearms training should be supported by indoor facilities incorporated into the designs of district stations and police headquarters. Until there are sufficient indoor facilities, the Pistol Range at Lake Merced should be maintained but not expanded.

Diverse opportunities for physical fitness training should be readily and conveniently available to police personnel. Exercise facilities should be included in

district stations. A major athletic facility should also be available to all personnel and relate closely to headquarters and the police academy.

Training for recruits and in-service training for sworn personnel should be supported by a police academy. The police academy should relate to the instructor pool at police headquarters and to the athletic facility. Classrooms for in-service instruction at district stations should also be provided.

The unique requirements of the Mounted Unit and direct service relationship with Golden Gate Park suggest that the existing stables be maintained and improved as required. The two horse stables in McLaren Park should be maintained.

A permanent hangar facility and landing pad for police helicopters is required and should be located in the "good weather belt" along the Bay. Proximity to headquarters is desirable. The design and setting of heliport and hanger facilities should be consistent with applicable control guidelines for this activity.

POLICY 5

As they require replacement, relocate existing nonconforming facilities consistent with community desires for neighborhood police facilities.

Stable and horse care requirements for mounted patrols, prior to the widespread use of vehicles, suggested that police stations be located in parks. Ingleside and Park Stations, which were built in 1910, are located in Balboa Park and Golden Gate Park for this reason. Likewise, the noise aspect of pistol practice suggested the remote location of this activity at Lake Merced. Replacement of horses by vehicles and developments in gunfire muffing techniques bring into question the logic of maintaining Ingleside and Park Stations and the Pistol Range in their current remote open space settings.

In light of the high community value attached to parks in San Francisco, the preservation and restoration of park areas to park use is a long-range objective. Under the Recreation and Open Space Element of the Master Plan, police facilities in designated recreation and open space areas are nonconforming uses. As these facilities become obsolete and require replacement, they should be relocated, consistent with the location and neighborhood service policies of this plan, and consistent with community desires for continued location of a district station in the neighborhood.

POLICY 6

Design facilities to allow for flexibility, future expansion, full operation in the event of a seismic emergency, and security and safety for personnel, while still maintaining an inviting appearance that is in scale with neighborhood development.

The long-term service life of police facilities requires flexibility in their design so that changing methods for providing police services can be accommodated. Technological, social and attitudinal changes affect police operations, requiring facility modifications to accommodate changing personnel, equipment, and work patterns. Police facilities should be easily adaptable to new special configurations and have sufficient capacity to meet future service requirements.

Police facilities should be built to be openable in event of a seismic disaster, sited so as to minimize opportunities for covert attack and designed to provide protection of personnel. In achieving security, design treatments should be such as to maintain an open and inviting character which integrates the police facility with the community. Police facilities should be easily identifiable, set community standards for maintenance, appearance, neighborhood amenity, and enhance the dignity of and respect for the law enforcement process.

Experience has shown that police facilities located in isolated settings are particulate vulnerable to attack. In addition to being security hazards, such facility locations are generally inaccessible to the community and should be avoided. Existing police buildings should be phased out of such locations.

POLICY 7

Combine police facilities with other public uses whenever multi-use facilities support planning goals, fulfill neighborhood needs, and meet police service needs.

Multiple use of police, fire, public health and other services or land uses should be encouraged whenever combined use is mutually reinforcing. In general,

similar criteria govern the location of police, fire and emergency public health facilities and sufficient linkages exist between these services to warrant the consideration of combining these activities within one facility. Combined use of public services is further prompted by the scarcity of available sites that meet locational criteria.

OBJECTIVE 2

LOCATE AND DESIGN FACILITIES IN A MANNER THAT ENCOURAGES CONSTRUCTIVE POLICE/NEIGHBORHOOD INTERACTION.

The nature of police work entails numerous daily contacts with citizens, often during trying situations wherein the police are called upon to resolve conflicts or maintain law and order. Continuous communication, interaction and cooperation between the police and community on an informal basis foster understanding and develop ties which strengthen the community and aid the police in their peace-keeping responsibilities.

Neighborhoods want to relate to police personnel on an individual basis, as partners working together to improve the quality of community life. That process is aided by deploying police personnel on a district station basis. However, district station buildings in themselves do not generate community ties. Police personnel should continue their efforts to establish, maintain and expand those ties which reinforce police/community relations. The location, distribution, design and operation of police facilities can be a catalyst for promoting closer police, community understanding, and more responsive and effective police service.

POLICY 1

Provide expanded police/community relations and police services through outreach programs, primarily utilizing existing facilities.

Convenient community access to both police services and personnel promotes better public use of police services and develops closer police/community ties. District stations, conveniently located to neighborhood shopping areas, provide the opportunity for filing crime and accident reports, paying traffic warrants, receiving crime prevention information, discussing problems with community relations officers, and meeting neighborhood patrol personnel. Police officers in turn get to know the people they serve, including their concerns and expectations relating to police services.

Community needs may warrant the establishment of a "Neighborhood Services Facility," such as a storefront facility which provides municipal services on a neighborhood level. Inclusion of community relations and other police services should also be considered in conjunction with such a facility. Police neighborhood storefronts should be tested for their feasibility.

However, in light of high administrative, security, and maintenance costs attached to "Neighborhood Storefronts," expanded police/community relations service for San Franciscans should be primarily a function of outreach programs conducted by police personnel utilizing existing community facilities.

POLICY 2

Establish police district boundaries along natural neighborhood edges, and reinforce neighborhood identity by locating district stations near the centers of their service areas.

Locating district stations near the centers of their service areas reinforces community awareness of police service presence, adds to the convenience of personal visits to district stations, and is conducive to increasing interaction between neighborhood residents and district police personnel.

In general, those elements which define neighborhoods also tend to be barriers to movement. Efficient police operations generally call for using barriers to movement as district boundaries. Locating stations centrally within a district also tends to minimize travel time within the district. Both of these operating criteria reinforce this policy.

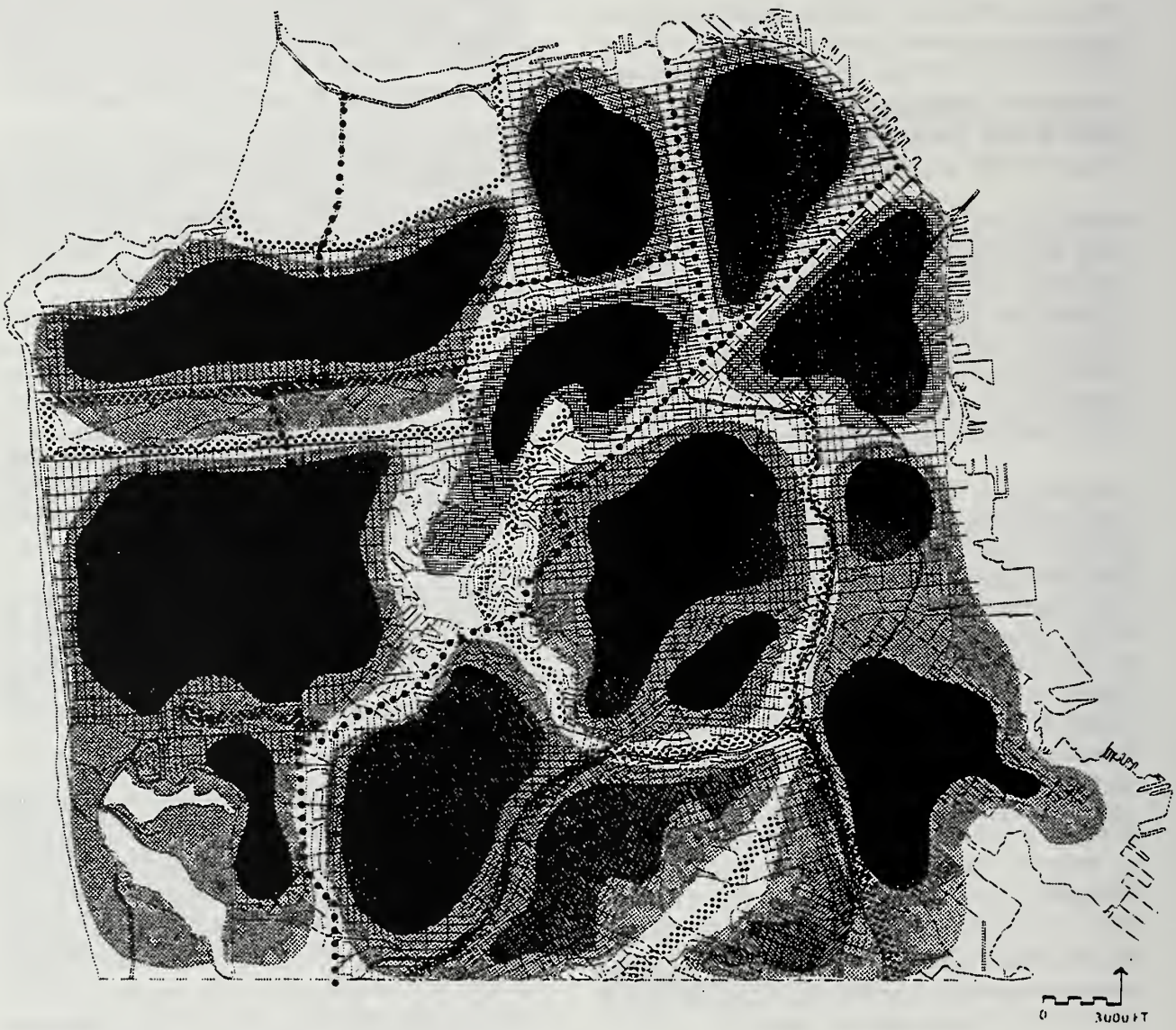
POLICY 3

Design police facilities to maximize opportunities for promoting community/police relations through dual use of facilities.

The primary purpose of pistol practice, in-service training, and physical fitness facilities is to maintain police force performance standards. However, these facilities

can serve as community resources when they are made available to the public, particularly youth, on a supervised basis. Opening police facilities for community use promotes opportunities for informal interaction between police personnel and the public, establishing ties which foster police/community understanding.

Pistol range facilities can be used for recreational marksmanship programs. In-service training classrooms can be used for community meetings and police safety information programs. Athletic facilities can be used for "Youth Services Bureau" programs and major youth tournaments.



POLICE FACILITIES PLAN

Map 1

- General Grouping Of Related Neighborhoods
- Neighborhood Edges And Barriers To Movement
- Major Arterials That Define Neighborhoods
- Recommended 9 District Grouping Of Related Neighborhoods

CRITERIA FOR POLICE FACILITIES

Based on the objectives and policies of this plan, the following functional, locational, neighborhood relations, and design criteria are recommended for police facilities.

POLICE HEADQUARTERS

- **Functional Criteria:**

  Police Administration Center

  Police Department Staff Services

  Investigative Bureaus (citywide overview)

  Central Communications & Operations Command

  Crime Lab, Photo Lab & Property Clerk

  Police Records & Suspect Detention

  Police Academy

  Police Athletic Facility

  Police Range

  Helicopter Access

- **Distribution Criteria:**

  One centralized facility with good citywide access, both vehicular and public transit.

- **Location Criteria:**

  Direct proximity to related criminal justice services of the criminal courts, District Attorney's Office, and detention facilities.

- **Neighborhood Relations:**

  Convenient public transit access to police headquarters.

  Direct public access to public services and general information.

- **Design Criteria:**

  New facilities should reflect the objectives, policies, and criteria of the "Urban Design Element" of the Comprehensive Plan to the extent they are applicable.

  Controlled access and security for operational, investigative, and administrative functions.

  Uninterrupted operational capability in the event of a seismic disaster.

  Sufficient secured parking for both police vehicles and police personnel.

DISTRICT STATIONS

- **Functional Criteria:**

  Outlet for neighborhood-related police services and other operations that need not be centralized.

  Command responsibility for district police activities.

  Administrative and support communications center for district patrol activities.

  Suspect booking and detention.

  Service and information for "walk-in" requests.

  Storage for police vehicles and equipment.

  Briefing, locker, and deployment center for patrol personnel.

  In-service training, physical fitness and pistol range facilities.

  Interview rooms.

  Juvenile services.

  Center for police/neighborhood interaction.

- **Distribution Criteria:**

  Stations should serve recognized and geographically defined areas of the city, and should encompass entire neighborhoods to the extent possible.

  There should be no major physical barriers within a district service area which may impede access by police.

  The number of district stations should minimize patrol force travel time to and from the areas served.

  The number of district stations should reflect community desires for these facilities, consistent with community willingness to pay for their construction, maintenance and staffing.

  District stations should service equitable workloads and provide a uniform level of service to all citizens.

- **Location Criteria:**

  Stations should be located so as to minimize access time to all points within the district served.

  Stations should be accessible to the public, particularly by public transit.

  Stations should be located so as not to constitute a nuisance or hazard to surrounding land uses.

  Whenever possible, stations should be combined with other public facilities so as to maximize community awareness and impact of public services.

- **Neighborhood Relations:**

  Ready public access to police services district personnel should be assured.

  Community use of facilities such as meeting rooms and gym when incorporated within the district should be provided on a supervised basis.

- **Design Criteria:**

  Stations should be open, unimposing and in scale with surrounding development.

  Controlled access and security for police personnel and public.

  Operational capability in the event of a seismic disaster.

  Community meeting rooms and gym facilities should be included if these facilities are not readily available.

  Sufficient capacity and special flexibility to accommodate increase in patrol force assignments of both male and female officers, and expansion of police services.

  Good vehicular access and dispatch flexibility should be available.

  Sufficient secure parking for police and personnel vehicles.

AUXILIARY SERVICE AND SUPPORT FACILITIES

Police Academy (Personnel and Training)

- **Functional Criteria:**

  Maintain personnel records and process recruits.

  Conduct academy classes, including physical fitness training.

  Develop training films and manuals.

  Conduct in-service training program.

- **Distribution Criteria:**

  Police academy classrooms should be in proximity to police headquarters: however, local universities should also be used for recruit training and in-service training.

- **Location Criteria:**

  Police academy facilities should be located near the "instructor pool" based at police headquarters.

  The police academy should be accessible by public transit.

- **Neighborhood Relations:**

  Academy classrooms should be used for community instruction programs related to law enforcement and for recruitment programs.

- **Design Criteria:**

  Police academy facilities should have sufficient capacity for recruit training and in-service training.

Pistol Range

- **Functional Criteria:**

  Training of recruits and personnel.

  Implementation of police firearm recertification program.

  Maintenance and testing of firearms.

- **Distribution Criteria:**

  Pistol range facilities should be incorporated at police headquarters and at district stations in order to minimize travel time and encourage practice.

- **Location Criteria:**

  Pistol range facilities should be secure from intrusion and not constitute a noise nuisance.

- **Neighborhood Relations:**

  Pistol range facilities should be made available for recreational purposes on a supervised basis.

- **Design Criteria:**

  Pistol range facilities should be confined and isolated for safety and noise control.

Police Athletic Facility

- **Functional Criteria:**

  Fitness training for new recruits

  Fitness training for police personnel.

- **Distribution Criteria:**

  At least one major police athletic facility should be centrally accessible to all police personnel.

- **Location Criteria:**

  A police athletic facility should be centrally and conveniently located, integrated with the police academy, and near police headquarters.

- **Neighborhood Relations:**

  Police athletic facilities should be made available for community use on a supervised basis.

  Police personnel should be encouraged to use neighborhood athletic facilities for exercise and training.

- **Design Criteria:**

  Police athletic facilities should be sufficiently diverse and comprehensive to encourage widespread departmental fitness participation.

Park and Beach, and Mounted Unit Facilities

- **Functional Criteria:**

  Command, briefing, and administration of patrol force.

  Locker and storage facilities for vehicles and equipment.

  Stable and care facilities for horses.

- **Distribution Criteria:**

  To the extent that park and beach patrols are not performed by district stations, one Park and Beach Unit and one Mounted Unit facility is required.

- **Location Criteria:**

  Park and Beach Unit facilities should be located near park and beach service areas.

  Mounted Unit facilities should be retained in Golden Gate and McLaren Parks.

- **Neighborhood Relations:**

  The operation of Park and Beach Unit facilities should not detract from public enjoyment of park and beach facilities.

- **Design Criteria:**

  Park and Beach and Mounted Unit facilities are functionally similar to a district station and should be governed by similar design criteria.

  Stables for horses of the Mounted Unit should be of fireproof construction, in addition to meeting seismic standards.

Police Heliport Facilities

- **Functional Criteria:**

  Command of unit activities.

  Maintenance and storage of equipment.

  Landing pad for helicopter.

- **Distribution Criteria:**

  One heliport landing and maintenance facility for patrol helicopters and emergency optional landing sites are required.

- **Location Criteria:**

  Police heliport facilities should be located in the "good weather belt" along the Bay and sited so as not to be a noise nuisance to adjacent properties.

- **Neighborhood Relations:**

  Police heliport operations should be in conformance with noise control, development and environmental guidelines.

- **Design Criteria:**

  Heliport facilities should be secured and not constitute a fire or crash hazard.

Neighborhood Service Offices

- **Functional Criteria:**

  Provide a convenient and informal setting for individuals to discuss police-related concerns with police personnel and community relations officers.

  A convenient outlet for police services such as paying warrants, filing crime reports, or receiving crime prevention information.

- **Distribution Criteria:**

  Neighborhood Service Offices should be located in communities that do not have ready access to district stations and desire such a facility.

  Police Neighborhood Service Offices should relate to and be combined with other neighborhood municipal service offices to the extent practical.

- **Location Criteria:**

  Neighborhood Offices should be located in community shopping centers.

  Neighborhood Offices should be readily accessible by foot and transit.

- **Neighborhood Relations:**

  Neighborhood Offices should be responsive to the unique service requirements of the community served.

- **Design Criteria:**

  Neighborhood Offices should be open, unimposing, and in scale with community character.

NEIGHBORHOOD CENTER FACILITIES

INTRODUCTION

The purpose of the Neighborhood Center Facilities Section is to establish objectives, policies and criteria for meeting San Francisco's need for such centers. The objectives address broad goals as they govern the location, distribution, design and use of neighborhood centers, and the more detailed policies and criteria articulate the objectives and serve as guidelines for decision-making.

This plan deals principally with the distribution, location and design of neighborhood centers. It neither sets priorities for locating centers nor makes judgments as to what services or activities should be housed in any particular center. With respect to City-owned centers the authority for these decisions and assignment of center operating responsibilities rests with the Board of Supervisors who, in making their decisions, may call upon the community for input, and request technical assistance and advice from the Department of City Planning and other public agencies.

The plan was prompted by community requests for development of City-owned neighborhood centers, and subsequent funding allocations for a Neighborhood Centers Program utilizing Community Development and other funds that may become available.

Background Perspective

Community services and facilities to meet social, cultural, educational, recreational and civic needs contribute significantly to the quality of community life. Traditional public facilities such as libraries, schools, recreation centers and public health clinics have long been recognized as meeting many of those needs. In addition, many neighborhoods are served by private non-profit community centers that are often available to the general public and provide services at no cost or low to moderate fees. These neighborhood centers, such as those connected with the YM/YWCA's or Golden Gate Neighborhood Centers Association, often provide recreational and cultural programs, child-care services, senior citizen programs, health screening, and various counseling and referral services.

In many instances, however, citizens are deprived of ready access to the foregoing services because neighborhoods lack adequate facilities to house needed services. In other cases, the inability of facilities to meet code requirements, such as open space standards for child care or kitchen health standards for meals programs, precludes provision of services. Furthermore, existing services are often inaccessible to many people they ought to serve.

For these reasons, many San Franciscans do not have adequate access to needed human services, and therefore a commitment should be made to develop a network of neighborhood centers that will provide a focus for neighborhood activities and services. These centers would provide new and better locations for existing services that are inadequately housed, and would have space for new services or expanded existing services to meet the needs of a particular neighborhood. In addition to providing services directly, the neighborhood centers can be used to refer residents to other locations in a citywide network of services.

Fundamental Assumptions

1. **The qualitiy of community life is enhanced when services and facilities that meet diverse human needs are readily available.**

A socially responsive society maintains an awareness of the needs of its citizens, and is particularly sensitive to basic life-sustaining needs such as requirements for health services, neighborhoods also need a focus for community life and opportunities for informal activities and programs related to the recreation, education and civic concerns of all age groups. Neighborhood center facilities can provide the physical setting for fulfilling these needs.

2. **Expanding community responsiveness to meeting social needs and enriching human life requires the development of adequateand flexible facilities to house needed services.**

Increasing national awareness of the needs of many people including the economically disadvantaged, elderly, underemployed and single parent households has resulted in substantial expansion of both private and public efforts to meet the basic service needs of these groups. Also, interest in civic and community activities on a neighborhood level has increased in recent years.

The expansion of social services and increased participation in neighborhood activities have resulted in an acute awareness of the inadequacy of existing facilities, both public and private, to meet needed spatial and functional requirements. If needed services are to be provided and neighborhood awareness encouraged, adequate and flexible community centers are necessary.

3. **While neighborhood centers provide facilities for housing services, the success of center operations rests with the community.**

Neighborhood Center facilities only provide the physical shell to house services, programs and activities. The success of center operation depends of the level of community involvement, interest and support in making the center responsive to the social cultural, recreational and civic needs of the neighborhood served and a focus for community life.

OBJECTIVES AND POLICIES

OBJECTIVE 3

ASSURE THAT NEIGHBORHOOD RESIDENTS HAVE ACCESS TO NEEDED SERVICES AND A FOCUS FOR NEIGHBORHOOD ACTIVITIES.

One component contributing to the quality of the living environment is the availability of community services and facilities designed to meet the cultural, social and recreational needs of neighborhood residents. While there are already many neighborhood services and facilities (libraries, recreation centers, health centers, police stations, schools) there are still unmet needs. Services to be provided vary according to the composition and needs of the population in the area and include activities such as child care, health care, youth activities, senior citizen programs and adult education and enrichment programs.

A multi-purpose neighborhood center not only is a facility that provides needed services, but is a place where neighbors can gather and socialize, and is a symbol to all residents of the binding sense of "community" shared by the neighborhoods. As such a neighborhood center serves as a focus for community activities.

POLICY 1

Provide neighborhood centers in areas lacking adequate community facilities.

Some San Francisco neighborhoods lack adequate physical facilities for needed services and for neighborhood activities. Therefore, the City should undertake programs to provide multipurpose centers in neighborhoods where they are lacking or inadequate. Centers need not be new, independent buildings, but can be additions to existing community facilities such as schools, libraries, health centers and recreation centers. Rehabilitation and renovation of such existing public buildings can result in useful neighborhood centers.

POLICY 2

Assure that neighborhood centers complement and do not duplicate existing public and private facilities.

In assigning resources to develop neighborhood centers, care must be taken so as not to duplicate existing facilities with adequate capacity. Before a neighborhood center is constructed or acquired by the City, all existing facilities in the neighborhood should be surveyed and evaluated with respect to their adequacy. Expansion of existing facilities should first be explored before establishing a new facility. If required and practical, new facilities should be conveniently located in relation to existing public facilities. When developing a new facility consideration should also be given to relocating existing City and private services into it from rental quarters or spaces which are too small or otherwise substandard.

POLICY 3

Develop centers to serve an identifiable neighborhood.

A community must strongly identify with its neighborhood center if successful and responsive use and service is to occur. Clearly locating a center within a perceived neighborhood strengthens the sense of identity between the residents and the center. As a physical symbol of the neighborhood the center could generate greater neighborhood interest and participation in its activities and programs. The diverse character and size of San Francisco's districts and neighborhoods will cause considerable variety in the scale and character of centers.

POLICY 4

Locate neighborhood centers so they are easily accessible and near the natural center of activity.

Participation in neighborhood centers activities and programs is encouraged when centers are visibly located near or within areas where neighborhood activity is clustered such as neighborhood shopping areas, recreation centers, libraries, schools and health centers. Centers should be easily accessible, particularly by foot and public transit. Major trafficways are not good locations in view of possible congestion and lowered standards of safety and traffic engineering.

POLICY 5

Develop neighborhood centers that are multi-purpose in character, attractive in design, secure and comfortable, and inherently flexible in meeting the current and changing needs of the neighborhood served.

In order for neighborhood centers to be effective they should be multi-purpose and sufficiently flexible to accommodate all potential users, including children, handicapped people, and elderly.

Spaces and rooms should lend themselves to various activities in response to the many and changing needs of a particular community. This can be achieved through the use of movable partitions and by providing ample storage space.

The scale of the center should be adequate and appropriate for the number of people to be served and in keeping with community character. Centers should be attractive and comfortable in design, and arranged to provide security for users, equipment and materials.

POLICY 6

Base priority for the development of neighborhood centers on relative need.

The general level of need for and access to community services varies among neighborhoods. The types and mix of services desired also varies. In determining priorities, consideration should be given to neighborhoods in greatest need of centers, with special emphasis for the disadvantaged.

Income is a key indicator of service need, since lower-income people do not have the financial ability to purchase services such as child care, health care, recreation and personal development/career enrichment programs. Likewise, existing facilities in lower-income neighborhoods tend to be older and inadequate for needed services.

Another major consideration is access to services. Many people, particularly lower-income and elderly people, are denied needed services because these services are virtually inaccessible. Facilities should be first provided in those neighborhoods where basic livability services are needed and where people are being denied these services due to poor access.

POLICY 7

Program the centers to fill gaps in needed services, and provide adequate facilities for ill-housed existing services.

All neighborhoods have some social services, and facilities that house those services. However, often there are "service gaps" where needs and services do not match. Child care, senior citizen programs and activities, and places for neighbors to meet and conduct community programs are often lacking. New neighborhood centers should seek to complement and supplement existing services and activities. Since the facilities that house existing services may be inadequate, often jeopardizing the continuation of expansion of a much-needed service, new or improved neighborhood centers should provide for the relocation of services from substandard facilities.

POLICY 8

Provide neighborhood centers with a network of links to other neighborhood and citywide services.

It is often not practical, and even not desirable, to house a full range of services for the entire neighborhood in a single center. For example, child care and a drug abuse program may not be compatible in the same facility. However, in order to facilitate broad access to services, neighborhood centers should be the pivotal point in the community, providing referrals to other facilities and thus linking together all services to make them available to each neighborhood.

Neighborhood centers should have linkages with and relate to the neighborhood programs and facilities of the Art Commission, Commission on Aging, Recreation and Park Department, Public Library, Unified School District, Police Department, Health Department, Department of Social Services, and private service agencies.

OBJECTIVE 4

PROVIDE NEIGHBORHOOD CENTERS THAT ARE RESPONSIVE TO THE COMMUNITY SERVED.

Basic to the notion of a neighborhood center is that it be responsive to the broad needs and desires of the community served. If a center fails in this regard it will cease to be used by neighborhood residents. In order to develop and operate centers that are responsive, active neighborhood participation in the planning, programming and ongoing management of the center must be maintained.

In general, centers should be planned so that no single group, activity or program is predominant. Programs should be oriented toward all age groups and provide a mix of specialized services, referral services and general activities.

The effectiveness of the centers' program and activities should be periodically evaluated to assess whether the needs of the community are being met and whether potential center users are being denied access due to inadequate programming or other causes.

POLICY 1

Assure effective neighborhood participation in the initial planning, ongoing programming, and activities of multi-purpose neighborhood centers.

Neighborhood participation is essential to the successful and responsive functioning of a neighborhood center. Neighborhood input, from the initial planning stages through center programming and management, instills a sense of neighborhood control of the center. This is vital to the acceptance of the center as a true neighborhood facility. Also, broad neighborhood participation in center programming is essential to the definition of unmet needs and assessment of the level of interest in various programs and activities. Neighborhood comment and reaction to center operation and programs should be continuously monitored and programs and activities modified to meet changing needs.

POLICY 2

Provide an effective and responsible management structure for each neighborhood center.

Effective center management and administration is essential if the many and varied needs of a neighborhood are to be met. The various center programs and activities must, in addition to being responsive to neighborhood needs, be compatible, coordinated and scheduled to match user needs. In addition, provision must be made for ongoing facility operation, maintenance and administrative management.

There are several alternative approaches for assigning neighborhood center management responsibility, including having one agency/service provider within each center take the lead and assume this responsibility, contract with an independent firm for center management services, or management by a non-profit corporation responsible to either a community board or a coalition of service providers located within the neighborhood center.

POLICY 3

Insure continuing responsiveness to neighborhood needs by making clear assignments of responsibility for supervision of center operation and administration.

In order to insure that neighborhood centers in each community continue to function in a responsive and responsible manner, some entity, separate from center management, should be assigned the responsibility of administrative supervision of centers for the City. Administrative supervisory responsibilities include general monitoring of center activities, assessment of programs, technical assistance and general supervision of center operations, management and maintenance.

There are several alternative approaches for assigning administrative supervisory responsibilities, including assumption of responsibilities by an experienced private agency acting for the City, use of an existing agency of local government, or creation of a new public agency.

CRITERIA FOR LOCATING NEIGHBORHOOD CENTERS

One of the key elements in successfully planning multi-service centers for use by specific population groups is the location. Location plays a major role in the outreach efforts of service providers. A conveniently placed facility, for example, will help encourage people who have already heard of the center to use its services. If the center is prominently placed it will remind people of its presence and even advertise itself to people who otherwise would not know of its existence.

Location Criteria

The Center should be centrally located

- The center should be located in an area which is easily accessible and highly visible to the population it is intended to serve.
- Areas near collector streets with relatively large amounts of vehicular and pedestrian traffic should be considered initially. The facility should not be placed on the major roadway but should be convenient to it.
- Centers should be located near support facilities such as schools, parks, libraries and recreational facilities.
- Locations near other types of services will substantially reduce the need for residents to travel to other parts of the city for needed services. Several purposes can then be accomplished in one trip.

The location should contain elements which act as a focus for the community.

- Sites near landmarks, neighborhood shops, or major intersections are often suitable locations.

Centers should be near public transit stops, especially those directly serving the population groups to be reached.

Service centers should be located within neighborhood boundaries; however, programs could be developed to serve surrounding or adjacent communities. Information and referral services, for example, could be utilized by persons other than local residents without causing a measurable reduction in program services to the local community.

Centers should be located so that center-related activities and center uses are compatible and supportive of adjacent land uses, and do not disrupt nor detract from adjoining uses.

Center sites should be protected from the negative effects of vehicular traffic. Facilities should be accessible without requiring patrons, particularly children and the elderly, to cross streets which carry heavy vehicular traffic. Entrances should be located in such a manner as to provide safe ingress and egress and smooth circulation patterns.

Design Guidelines

The design of a neighborhood center will have a critical influence upon the center's program development and the perception of its quality and character by the community. Since these facilities would benefit the greatest number of users by being located adjacent to predominantly residential districts, they must be designed in such a way that they do not make neighboring properties less desirable due to their appearance, increased noise, congestion or activity.

- The facility should provide rooms and spaces suited to the particular service needs of each area.
- The user community should participate in design development, and specific space should be set aside for murals or other forms of community expression. Additional space should be provided for neighborhood meetings, and priority should always be given to community groups for use of this space.
- The facility should be non-bureaucratic and informal in nature to achieve a friendly, pleasant and inviting feeling.
- Because multi-purpose centers must meet changing community needs, flexibility for a variety of program activities should be inherent in their design.
- The location of all services should be visible from the main entrance. An information and referral center should be visible from and close to the main entrance.
- Rooms and spaces should be well-suited to unique services with separations from exclusive or incompatible uses. This may include the design of separate entrances and exits or floor separations. When such separations cannot be provided, time schedules should be worked out to avoid conflicts.
- Passive interior and exterior spaces should be separated from more active areas.
- Doors, elevators, toilets, entrances, drinking fountains, telephone locations, curbs, parking and other features should be designed to accommodate the physically handicapped, children, and the elderly.
- Exterior space should have a feeling of openness, with areas set aside which are conducive to conversation and other types of interaction.

FIRE FACILITIES

The Fire Facilities Section of the Community Facilities Element is intended to serve as a guide to the greatest degree possible the following objective:

OBJECTIVE 5

DEVELOPMENT OF A SYSTEM OF FIREHOUSES WHICH WILL MEET THE OPERATING REQUIREMENTS OF THE FIRE DEPARTMENT IN PROVIDING FIRE PROTECTION SERVICES AND WHICH WILL BE IN HARMONY WITH RELATED PUBLIC SERVICE FACILITIES AND WITH ALL OTHER FEATURES AND FACILITIES OF LAND DEVELOPMENT AND TRANSPORTATION PROVIDED FOR A OTHER SECTIONS OF THE MASTER PLAN.

Principles

The following principles are an integral and basic part of the Fire Facilities Section:

1. In general, firehouses should be distributed throughout the city so that each firehouse has a primary service area extending within a radius of one-half mile. This spacing should vary in relation to population densities, building intensities and types of construction, the pattern of trafficways, and with the relative degree of fire hazard.

2. Firehouses should be located on streets close to and leading into major or secondary thoroughfares.

3. Firehouses should be so located that no topographic barriers require time-consuming detours within the primary service area of each firehouse.

LIBRARY FACILITIES

The Library Facilities Section of the Community Facilities Element is intended to serve as a guide to the following objective:

OBJECTIVE 6

DEVELOPMENT OF A PUBLIC LIBRARY SYSTEM IN SAN FRANCISCO WHICH WILL MAKE ADEQUATE AND EFFICIENT LIBRARY SERVICE FREELY AVAILABLE TO EVERYONE WITHIN THE CITY, AND WHICH WILL BE IN HARMONY WITH RELATED PUBLIC SERVICE FACILITIES AND WITH ALL OTHER FEATURES AND FACILITIES OF LAND DEVELOPMENT AND TRANSPORTATION PROVIDED FOR IN OTHER SECTIONS OF THE MASTER PLAN.

Principles

The following principles are an integral and basic part of the Library Facilities Section:

1. In general, branch libraries should have a service area range of not more than one mile, and should be distributed so that all sections of the residential community areas of the City are within the service range of a public library. The spacing of branch libraries should vary in relation to present and prospective population densities and characteristics, physical barriers, and transit and trafficways patterns.

2. In general, the library system should be comprised of large branches each serving a population of 25,000 to 50,000. In areas of low population density or areas prescribed by physical barriers small branches may be developed to serve a population of 10,000 to 15,000.

3. Branch libraries should be located where a variety of community facilities attracts the residents of the surrounding area. Branch libraries should be easily accessible to pedestrian routes and vehicular traf ficways, and should be not more than a level block from a transit stop.

4. Parking for motor vehicles and bicycles should be readily available on or near the sites of branch libraries.

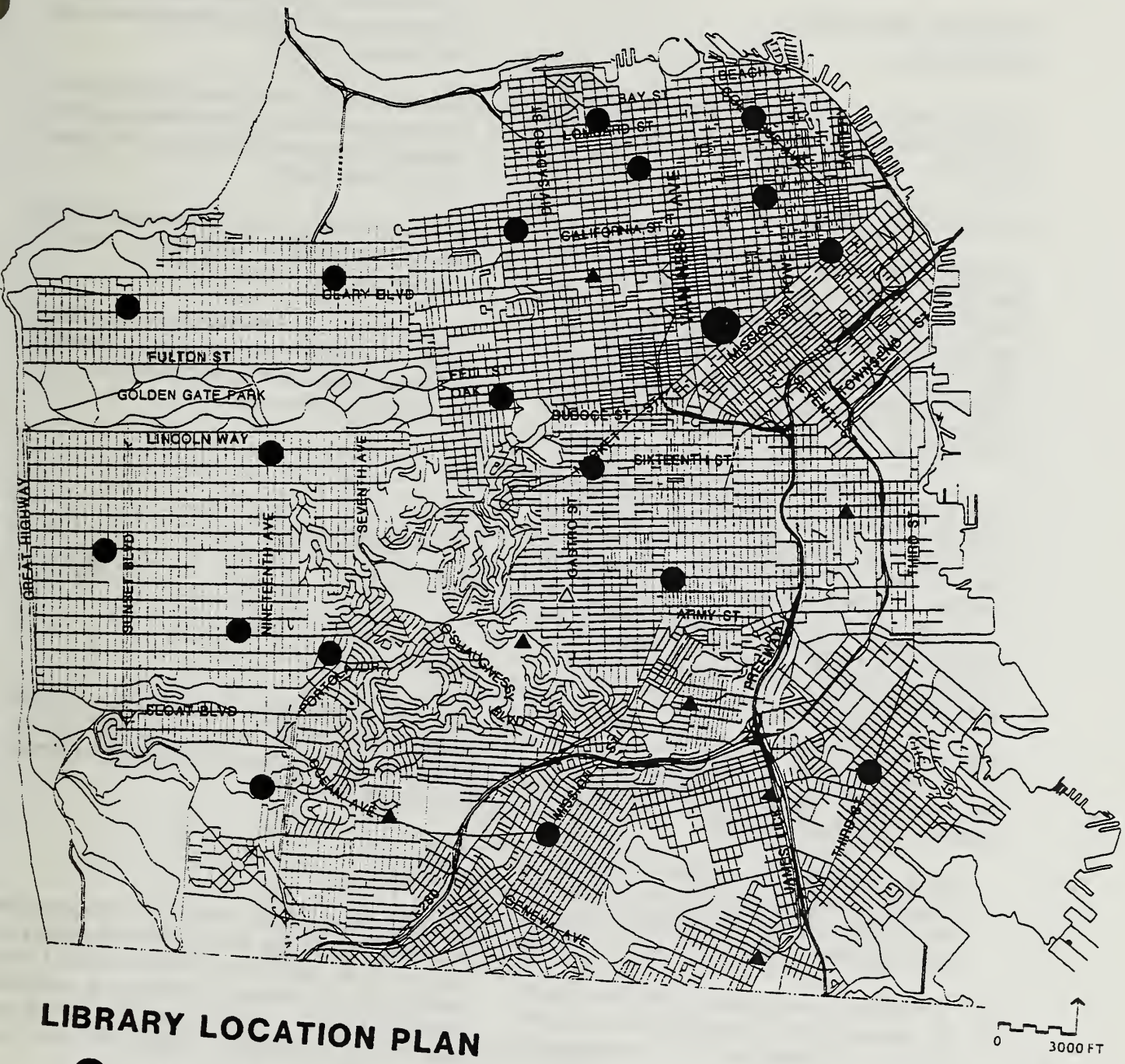
5. Public library buildings should be simple and functional in design and in harmony with their surroundings. Buildings should be planned for the pleasure and convenience of the public, and for economy and efficiency in operation and maintenance.



FIRE FACILITIES PLAN

Map 2

● Fire Facilities



LIBRARY LOCATION PLAN

- Main Library
- Large Branch
- Small Branch
- Interim Branch

Map 3

PUBLIC HEALTH CENTERS

The Public Health Centers Section of the Community Facilities Element is designed as a guide to the following objective:

OBJECTIVE 7

DISTRIBUTION THROUGHOUT THE CITY OF DISTRICT PUBLIC HEALTH CENTERS TO MAKE THE EDUCATIONAL AND PREVENTIVE SERVICES OF THE DEPARTMENT OF PUBLIC HEALTH CONVENIENT TO THE PEOPLE, THEREBY HELPING TO ACHIEVE THE GOALS OF THE PUBLIC HEALTH PROGRAM IN SAN FRANCISCO.

The goals of the public health program are to create and maintain a healthy environment in which people may live and work, to help each individual in a community reach and sustain his maximum capacity for health, and to promote physical and mental efficiency through organized community effort. In a city such as San Francisco, district health centers properly located to suit the public need and convenience are important in achieving these goals.

Principles

The following principles are an integral and basic part of the Public Health Centers Section:

1. District public health centers should be distributed throughout the city so that each serves a population varying from 75,000 to 150,000, depending on the extent of need of the population served.

2. For maximum convenience a health center should be centrally situated in relation to the population served in each health district, and convenient to public transportation.

3. Where possible, district health centers should be grouped with public schools and recreation grounds in a community center.

4. The design of public health centers should be functional and flexible to suit present needs and to be adaptable to the potential activities of the Department of Public Health.

5. Conference stations should be established where needed within a health center district to serve a population of 25,000 to 50,000.

6. Conference stations, operated from district health centers, when needed, should be located if possible in existing public or community facilities such as schools or recreation centers.

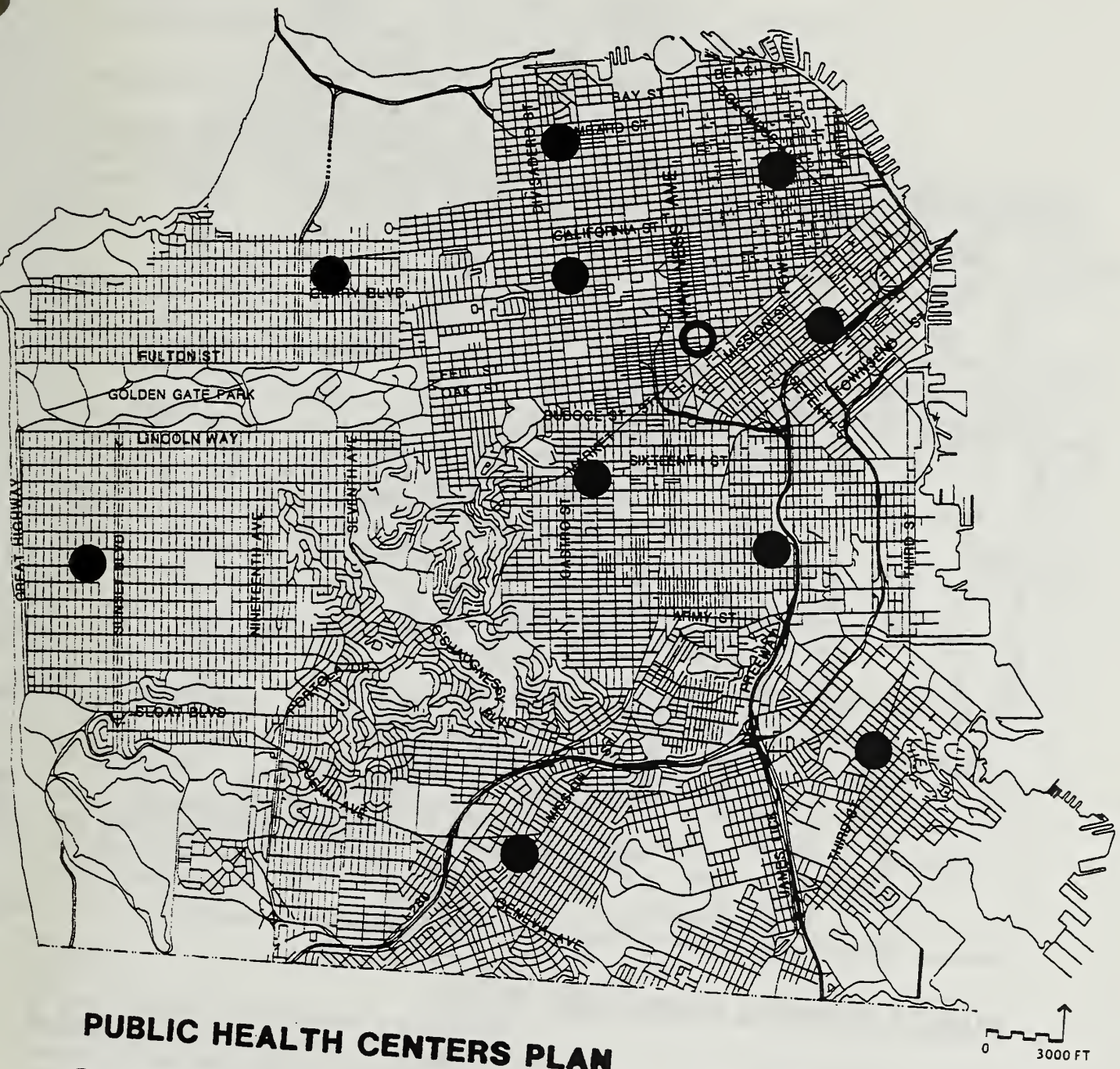
EDUCATIONAL FACILITIES

OBJECTIVE 8

ASSURE THAT PUBLIC SCHOOL FACILITIES ARE DISTRIBUTED AND LOCATED IN A MANNER THAT WILL ENHANCE THEIR EFFICIENT AND EFFECTIVE USE.

POLICY 1

Provide public school facilities for education in accordance with the need for such facilities as defined by the Unified School District and Community College District. Locate such facilities according to the Public School Facilities Plan and, wherever possible, make available for community use.



PUBLIC HEALTH CENTERS PLAN

● District Public Health Center Location

○ Interim District Public Health Center

Map 4



PUBLIC SCHOOL FACILITIES PLAN

0 3000 FT

Map 6

- C Children's Center
- S Special Schools
- E Elementary Schools
- M Middle Schools
- H High Schools
- CC City College

Note:
Boundary lines are cencus tracts

INSTITUTIONAL FACILITIES

OBJECTIVE 9

ASSURE THAT INSTITUTIONAL USES ARE LOCATED IN A MANNER THAT WILL ENHANCE THEIR EFFICIENT AND EFFECTIVE USE.

POLICY 1

Locate institutional uses according to the Institutional Facilities Plan.

The areas that are shown on the Institutional Facilities Plan are those occupied by or reserved for large groups of buildings of a public or a semi-public nature. They include San Francisco State College, University of San Francisco, Laguna Honda Home, Youth Guidance Center, several large parochial schools and the University of California Medical Center and the Civic Center.

WASTEWATER FACILITIES

OBJECTIVE 10

LOCATE WASTEWATER FACILITIES IN A MANNER THAT WILL ENHANCE THE EFFECTIVE AND EFFICIENT TREATMENT OF STORM AND WASTEWATER.

POLICY 1

Provide facilities for treatment of storm and wastewater prior to discharge into the Bay or ocean. Locate such facilities according to the Wastewater and Solid Waste Facilities Plan.

SOLID WASTE FACILITIES

OBJECTIVE 11

LOCATE SOLID WASTE FACILITIES IN A MANNER THAT WILL ENHANCE THE EFFECTIVE AND EFFICIENT TREATMENT OF SOLID WASTE.

POLICY 1

Provide facilities for treatment of solid waste and locate such facilities as shown on the Wastewater and Solid Waste Facilities Plan.



INSTITUTIONAL FACILITIES PLAN

Map 7



WASTE WATER AND SOLID WASTE FACILITIES PLAN

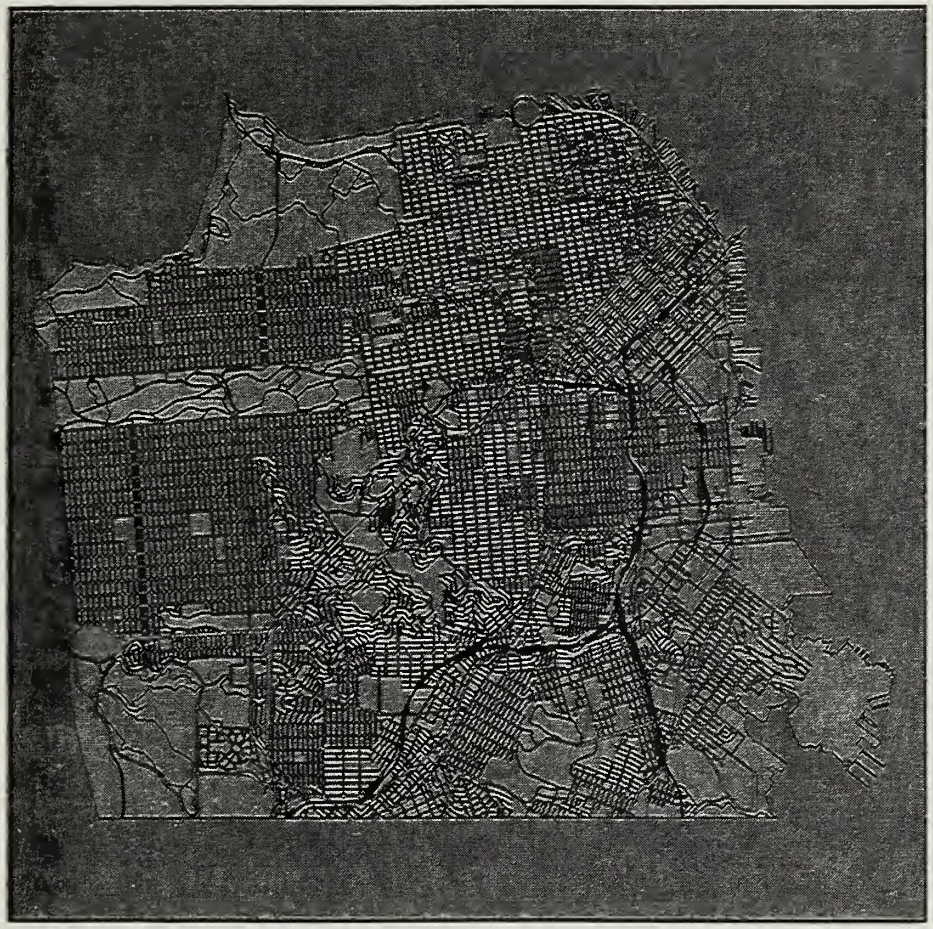
Map 5

- Bayside Core System
- Westside Core System*
- Remaining Bayside System
- Crosstown Transport*
- Richmond and Lake Merced Transports
- Pump Station
- Outfall
- Water Pollution Control Plant
- Solid Waste Facility
- Retention Basin

*Long Range Funding Projections For Beyond 1985

Sources:
San Francisco Clean Water Program. February 1982
San Francisco County Solid Waste Management. July 1983
The Community Facilities Plant.

COMMUNITY SAFETY



COMMUNITY SAFETY

AN ELEMENT OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO



COMMUNITY SAFETY

AN ELEMENT OF THE GENERAL PLAN OF THE
CITY AND COUNTY OF SAN FRANCISCO

PLANNING DEPARTMENT
CITY AND COUNTY OF SAN FRANCISCO
April 1997

COMMUNITY SAFETY ELEMENT

The Community Safety Element was originally adopted by City Planning Commission Resolution 7241 on September 12, 1974. The revised version was adopted by Planning Commission Resolution 14354 on April 24, 1997 and approved by the Board of Supervisors Resolution 758-97 on August 15, 1997.

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3. EMERGENCY PREPAREDNESS AND RESPONSE

OBJECTIVE 3

ENSURE THE PROTECTION OF LIFE AND PROPERTY FROM DISASTERS THROUGH EFFECTIVE EMERGENCY RESPONSE. PROVIDE PUBLIC EDUCATION AND TRAINING ABOUT EARTHQUAKES AND OTHER NATURAL DISASTERS AND HOW INDIVIDUALS, BUSINESSES AND COMMUNITIES CAN REDUCE THE IMPACTS OF DISASTERS.

POLICY 3.1

Promote greater public awareness of disaster risks, personal and business risk reduction, and personal and neighborhood emergency response.

POLICY 3.2

Provide on-going disaster preparedness and hazard awareness training to all City employees.

POLICY 3.3

Maintain a local organization to provide of emergency services to meet the needs of San Francisco.

POLICY 3.4

Maintain a comprehensive, current Emergency Operations Plan, in compliance with applicable state and federal regulations, to guide the response to disasters. Conduct periodic exercises of the EOP.

POLICY 3.5

Maintain an adequate Emergency Command Center.

POLICY 3.6

Maintain and expand the city's fire prevention and fire fighting capability with adequate personnel and training. Assure the provision of adequate water for fighting fires.

POLICY 3.7

Establish a system of emergency access routes for both emergency operations and evacuation.

4. RECOVERY AND RECONSTRUCTION

OBJECTIVE 4

ASSURE THE SOUND, EQUITABLE AND RAPID RECONSTRUCTION OF SAN FRANCISCO FOLLOWING A MAJOR DISASTER.

POLICY 4.1

Rebuild after a major disaster in accordance with established General Plan objectives and policies and other relevant policies and regulations.

POLICY 4.2

Repair and reconstruct damaged neighborhoods so that displaced residents are able to return to the communities where they lived. Involve pre-disaster residents, businesses, and owners in planning for the reconstruction of destroyed and damaged areas.

POLICY 4.3

Provide adequate interim accommodation for residents and businesses displaced by a major disaster in ways that maintain neighborhood ties and cultural continuity to the extent possible.

POLICY 4.4

Before an emergency occurs, establish an interdepartmental group to develop a Recovery Plan to guide long-term recovery, manage reconstruction activities, and provide coordination among recovery activities.

5. INFORMATION SYSTEMS AND RESEARCH

OBJECTIVE 5

SUPPORT SEISMIC RESEARCH THROUGH APPROPRIATE ACTIONS BY ALL PUBLIC AGENCIES, AND APPLY NEW KNOWLEDGE AS IT BECOMES AVAILABLE.

POLICY 5.1

Participate actively in the State of California, Department of Conservation, Division of Mines and Geology's Seismic Hazard Mapping project.

POLICY 5.2

Support and monitor research being conducted about the nature of seismic hazards in the Bay Area, including research on earthquake prediction and warning systems, on the risk of tsunamis, and on the performance of structures.

SUMMARY OF OBJECTIVES AND POLICIES

OVERALL GOAL

1. COORDINATION

OBJECTIVE 1

IMPROVE THE COORDINATION OF CITY PROGRAMS THAT MITIGATE PHYSICAL HAZARDS, HELP INDIVIDUALS AND ORGANIZATIONS PREPARE FOR AND RESPOND TO DISASTERS, AND RECOVER FROM THE IMPACTS OF DISASTERS

POLICY 1.1

Improve the coordination of disaster-related programs within City departments.

2. HAZARD MITIGATION

OBJECTIVE 2

REDUCE STRUCTURAL AND NON-STRUCTURAL HAZARDS TO LIFE SAFETY, MINIMIZE PROPERTY DAMAGE AND RESULTING SOCIAL, CULTURAL AND ECONOMIC DISLOCATIONS RESULTING FROM FUTURE DISASTERS.

NEW STRUCTURES

POLICY 2.1

Assure that new construction meets current structural and life safety standards.

POLICY 2.2

Review and amend at regular intervals all relevant public codes to incorporate the most current knowledge of structural engineering.

POLICY 2.3

Consider site soils conditions when reviewing projects in areas subject to liquefaction or slope instability.

EXISTING STRUCTURES

POLICY 2.4

Continue the unreinforced masonry building program and the parapet program.

POLICY 2.5

Assess the risks presented by other types of potentially hazardous structures and reduce the risks to the extent possible.

POLICY 2.6

Reduce the earthquake and fire risks posed by older small wood-frame residential buildings through easily accomplished hazard mitigation measures.

POLICY 2.7

Abate structural and non-structural hazards in City-owned structures.

POLICY 2.8

Preserve, consistent with life safety considerations, the architectural character of buildings and structures important to the unique visual image of San Francisco, and increase the likelihood that architecturally and historically valuable structures will survive future earthquakes.

PLANNING FOR NEW DEVELOPMENT

POLICY 2.9

Consider information about geologic hazards whenever City decisions that will influence land use, building density, building configurations or infrastructure are made.

LIFELINES

POLICY 2.10

Identify and replace vulnerable and critical lifelines in high-risk areas.

POLICY 2.11

Reduce hazards from gas fired appliances and gas lines.

HAZARDOUS MATERIALS

POLICY 2.12

Enforce state and local codes that regulate the use, storage and transportation of hazardous materials in order to prevent, contain and effectively respond to accidental releases.

COMMUNITY SAFETY

INTRODUCTION

The purpose of the *Community Safety Element* is to reduce future loss of life, injuries, property loss, environmental damage, and social and economic disruption from natural or technological disasters. There are several assumptions behind this Element:

- Creating a greater public awareness of the hazards that face San Francisco will result in an informed commitment by public agencies, private organizations and individuals to prepare for future disasters.

- Development and implementation of programs to increase safety and to respond to emergencies are the responsibility of many different agencies. Cooperation among City and County agencies, federal and state agencies, community-based organizations, and the private sector is essential for these programs to be effective.

- New development must be undertaken in ways that minimize risks from natural hazards.

- Existing hazardous structures have the greatest potential for loss of life and other serious impacts as a result of an earthquake. The City should continue to explore ways to reduce this risk.

The *Community Safety Element* focuses on seismic hazards, because the greatest risks to life and property in San Francisco result directly from the ground shaking and ground failure associated with large earthquakes. Other hazards common in other California communities are less likely to occur in San Francisco, and when they do occur are most likely to be associated with an earthquake. If San Francisco undertakes programs to reduce the ground failure, inundation, landslides, hazardous materials releases and fire that are quite likely to accompany a major earthquake, and if it has developed effective emergency response plans, it will be well prepared to cope with these hazards, or other catastrophes that threaten public safety, property, or the environment when they occur alone.

There are two documents related to this *Community Safety Element.* A *Summary Background Report* describes the natural hazards facing San Francisco and the programs currently in place to address them. The *Community Safety Element* is based on this background information. *Implementation Programs* describes current and proposed projects to carry out the Objectives and Policies contained here.

RELATIONSHIP TO OTHER PLANS AND PROGRAMS

Emergency Operations Plan

In addition to the Safety Element, the City maintains an *Emergency Operations Plan*. The *Emergency Operations Plan* was updated in 1996 by a task force with representatives of City departments and other agencies with responsibilities during emergencies, coordinated by the Mayor's Office of Emergency Services. This process and its results are described in more detail in the *Summary Background Report* to the *Community Safety Element.*

The *Emergency Operations Plan* describes specific response actions that will be taken by the emergency response agencies, and other City departments in their support, in the aftermath of a disaster, and provides for a coordinated response. The *Community Safety Element* contains broader policies to reduce impacts, occurring over a longer time frame, that will need to be carried out by the Planning Commission and other City agencies. The *Emergency Operations Plan* implements many of the emergency response policies of this *Community Safety Element.* Both documents address issues related to the recovery from a disaster: the *Emergency Operations Plan* establishes programs and procedures to assure the resumption of daily activities, while the *Community Safety Element* establishes policies to guide the longer-term reconstruction of the City. Both of these documents recognize that a more detailed plan is needed to coordinate efforts to guide the long-term recovery of the City, its residents, and its economy after a major disaster. Because the *Community Safety Element* and the *Emergency Operations Plan* were prepared at the same time, attempts were made to coordinate their content to avoid duplication or contradictions.

Hazard Mitigation Plan

Another related plan is the *Hazard Mitigation Plan*, required by federal law as a condition of receiving hazard mitigation grants after a declared disaster. The City prepared a *Hazard Mitigation Plan* after the 1989 Loma Prieta earthquake. It was developed by an inter-departmental team coordinated by the Chief Administrative Officer, and adopted by the Board of Supervisors in 1990. It contained background information similar to the *Community Safety Element*, and a list of earthquake mitigation projects proposed by City departments. The *Hazard Mitigation Plan* was updated, to include the projects proposed to reduce hazards from high wind and storms, such as occurred during the winter of 1995-1996, which was a declared disaster in San Francisco. That update is expected to cover the declared disasters of the January 1997 storms.

Seismic Hazards Mapping Act

In 1990 the California Legislature enacted the Seismic Hazards Mapping Act. As a result, the California Division of Mines and Geology (CDMG) is currently mapping Seismic Hazards Studies Zones (SHSZs). A preliminary map showing areas with a potential for liquefaction during an earthquake was released for local review in October 1996 (Map 4). The State Geologist expects to issue official maps and guidelines on April 1, 1997. These maps are posted with the Recorder, the Assessor and the Planning Commission. The Seismic Hazards Mapping Act is described in more detail in the *Summary Backround Report.*

When development projects are proposed within the SHSZs, the proponent is required to conduct a site investigation and prepare a geotechnical report assessing the nature and severity of the hazard, and suggesting appropriate mitigation measures. When approving any project in a SHSZ, the City will use the information and recommendations included in the report to achieve a reasonable protection of public safety.

The City must take the information contained in the maps into account when preparing the Safety Element, or when adopting or revising land use ordinances. Because SHSZ maps are currently being prepared by the CDMG, no new geological research has been conducted for this Safety Element update. CDMG staff have consulted with City staff as the maps are being developed, and have already shared their preliminary information. When the final maps are issued, the Safety Element will be reviewed in light of any new information contained in the official maps. Revisions will be made if appropriate.

NATURAL HAZARDS IN SAN FRANCISCO

The greatest risks to life and property in San Francisco result directly from the ground shaking and ground failure associated with large earthquakes. Other hazards common in other California communities are less likely to occur in San Francisco, and when they do occur are usually, but not always, associated with an earthquake.

San Francisco is not subject to flooding of natural waterways. (The National Flood Insurance Program, which designates flood-prone areas, has identified no areas in San Francisco.) Flooding as a result of dam or reservoir failure is unlikely, and is most likely to occur as a result of an earthquake. San Francisco does not have the conditions for large, devastating wild land fires. Urban fires are a constant threat, and the worst case urban fire is conflagration associated with an earthquake. Slope instability resulting in landslides is a hazard in San Francisco. It can occur in times of high wind and heavy rain. Widespread damaging landslides are most likely if triggered by earthquake. Other potential hazards are substantially increased if they occur during a large earthquake. A hazardous materials release can be dangerous under any conditions. During an earthquake the risk, and the difficulty in responding to the risk, is much greater.

If San Francisco undertakes programs to reduce the ground failure, inundation, landslides, hazardous materials releases and fire that are quite likely to accompany a major earthquake, and if it has developed effective emergency response plans, it will be well prepared to cope with these hazards, or other unforeseen catastrophes that threaten public safety or property, when they occur alone.

Earthquakes have always occurred in the San Francisco area and will continue to occur in the future. There is a historical record of damaging earthquakes dating as far back as 1808. Although few magnitude 6 or greater earthquakes occurred between 1906 and the late 1970s, many scientists believe that higher frequency of earthquakes since 1979 may represent a return to the higher rates of activity recorded before 1906.

The great 1906 earthquake and the fire that it caused resulted in about 3,000 deaths. The worst building damage occurred on "made land": artificially filled areas created on former marshes, streams and bay. Wood-frame buildings in the South of Market area, and brick buildings downtown, were especially heavily damaged. Large ground displacements in the filled ground along the Bay damaged utilities. Damage to the gas generating and distribution system resulted in explosions and exacerbated the spread of fire. Breaks in the underground water pipes resulted in a loss of fire fighting capability. More than 28,000 buildings within a four square mile area were destroyed over a period of three days. About 100,000 people were left homeless. Refugee camps in parks and other open spaces continued for many months. A 1908 estimate of private property damage in the fire zone was $1 billion. Some of the municipal bonds that financed the rebuilding of public facilities were not paid off until the 1980s.

The October 17, 1989 Loma Prieta earthquake occurred on the San Andreas fault about 60 miles (100 km) southeast of San Francisco. Sixty-two people were killed, including eleven in San Francisco. Forty-two of these fatalities occurred because of failures of bridges and freeways. Most of the remaining deaths resulted from the collapse of buildings in Santa Cruz and San Francisco. The total damage to private and

public facilities throughout the region is estimated at more than $6 billion. Again, the damage was not evenly distributed through the city. Much of the severe damage occurred in the same areas that suffered in 1906, those built on unengineered artificial fill in the Marina and South of Market districts. Many buildings severely damaged by the earthquake had structural weaknesses known to make them vulnerable to earthquake damage. They included buildings with "soft stories" (large openings and inadequate strength at the ground story) and unreinforced masonry buildings. About 130 buildings in San Francisco, containing more than 1,000 housing units, were destroyed or irreparably damaged. Many more could not be occupied for an extended length of time while repairs were carried out. Additional residents were displaced temporarily by a lack of utilities. The Red Cross provided overnight shelter for about 2,000 people on the night of the earthquake.

After the October 1989 Loma Prieta Earthquake, the National Earthquake Prediction Evaluation Council formed a Working Group of earthquake scientists to assess the probabilities of large earthquakes in the Bay Area. The Working Group assessed the likelihood of one or more major earthquakes (magnitude 7 or greater and capable of resulting in substantial damage) in the Bay Area between 1990 and 2020. They concluded that there is a 67% chance that one or more large earthquakes will occur somewhere in the Bay Area by the year 2020. This means that a major quake is twice as likely to occur as it is not to occur. Most of our existing structures and infrastructure, and most of the new buildings and public works now contemplated, will probably be in place when the expected earthquake happens.

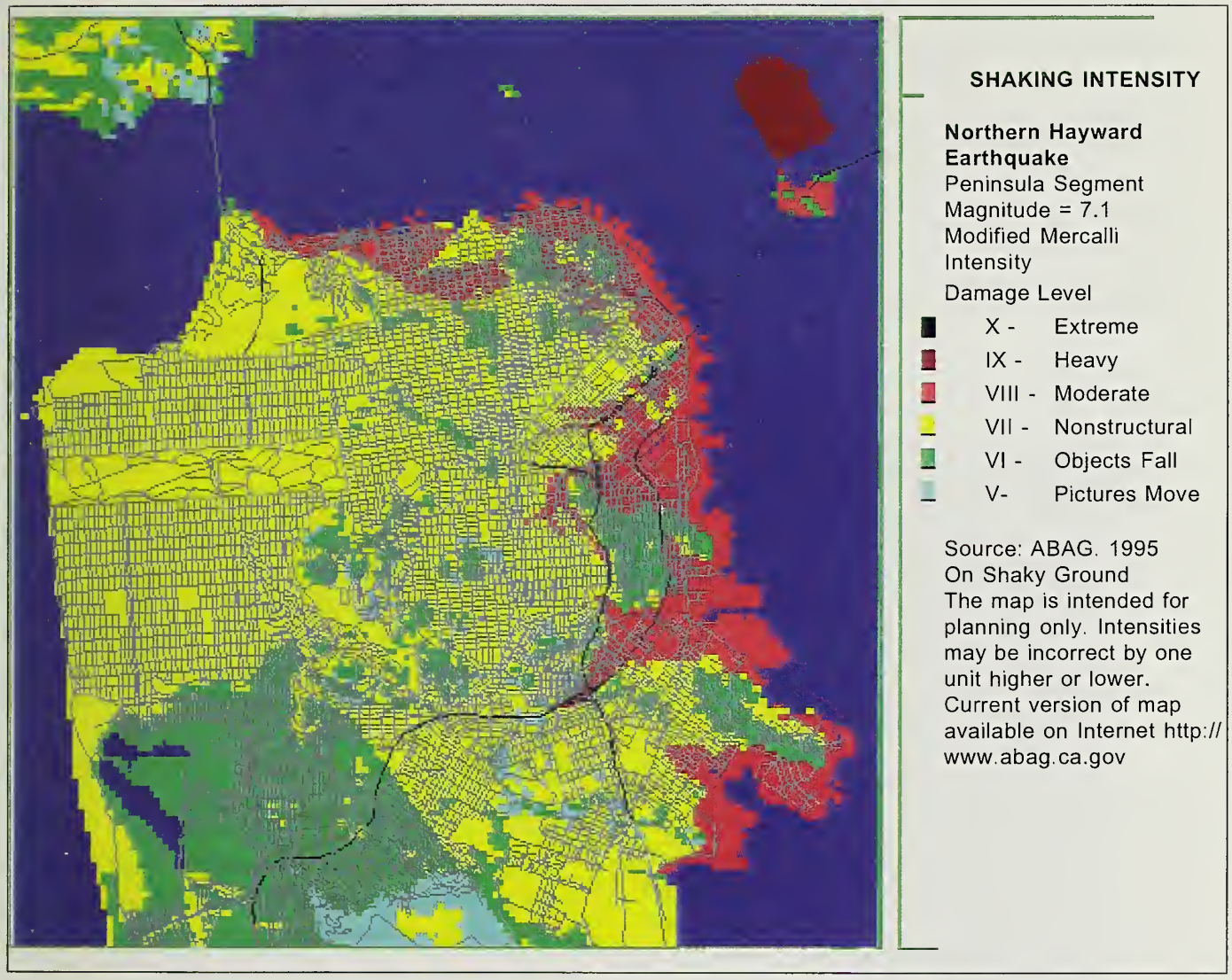
SAN FRANCISCO GEOLOGY AND SEISMICITY

The San Andreas fault system is a complex network of faults that extends throughout the Bay area. (See Map 1.) While no known active faults exist in San Francisco, major earthquakes occurring on the faults surrounding the City have resulted in substantial damage within the City. Similar damaging earthquakes in the future are inevitable.

Some of these faults are found beneath or close to the most heavily populated parts of the Bay Area. As a result, earthquakes on these faults could be much more damaging than the Loma Prieta earthquake, even if the magnitude is smaller. The Northridge earthquake of 1994 and the Kobe earthquake of 1995 illustrate how destructive earthquakes very close to urban areas can be. The Northridge earthquake, with a magnitude of 6.8 resulted in about 60 deaths and the severe or total damage to about 3000 buildings. The Kobe earthquake had a magnitude of 6.8 and resulted in more than 5,000 deaths and the loss of about 60,000 buildings, including those destroyed by fire.

The location and movement of earthquake faults do not explain all of the earthquake risk. Even in locations that are relatively far from faults, soils can intensify ground shaking, or the ground may settle or slide. The parts of San Francisco that experienced the greatest damage in 1989 were not those closest to Loma Prieta, but those with soils that magnified ground shaking or liquefied. These were the same areas that experienced damage in 1906, though the epicenter of the 1906 earthquake was in a different direction.

The hills along the central spine of the San Francisco peninsula are composed of rock and soils that are less likely to magnify ground shaking, although they are sometimes vulnerable to landsliding during an earthquake. The soils most vulnerable during an earthquake are in low-lying and filled land along the Bay, in low-lying valleys and old creek beds, and to some extent, along the ocean.



Map 3

Ground Shaking Intensity, Magnitude 7.1 earthquake on the Northern segment of the Hayward fault

during any given earthquake, and that the pattern of groundshaking is fairly consistent, reflecting the underlying soils. In general, sites with stronger soils will experience shaking of less intensity than those in low-lying areas and along the Bay, with Bay mud or other weaker soils. Some sites, particularly those with poor soils, will experience strong ground shaking in most earthquakes.

GROUND FAILURE

"Ground failure" means that the soil is weakened so that it no longer supports its own weight or the weight of structures. Ground failure can happen without earthquakes. For example, landsliding is a natural geological process. It is also likely to occur suddenly and catastrophically during earthquakes. The major types of ground failure associated with earthquakes are liquefaction, landslides, and settlement.

Liquefaction

Liquefaction is the transformation of a confined layer of sandy water-saturated material into a liquid-like state because of earthquake shaking. When soil liquefies during an earthquake, structures no longer supported by the soil can tilt, sink or break apart. Underground utilities can be substantially damaged.

Liquefiable soils in San Francisco are generally found in filled areas along the Bay front and former Bay inlets, and in sandy low-lying areas along the ocean front and around Lake Merced.

The California Department of Conservation, Division of Mines and Geology (CDMG) is preparing maps of areas of liquefaction potential, as required by the Seismic Hazard Mapping Act of 1990. These maps, once they are officially adopted, must be used by the City when preparing the Safety Element and when adopting land use plans. Development proposals within the Seismic Hazards Zones shown on the official maps must include a geotechnical investigation and must contain design and construction features that will mitigate the liquefaction hazard.

Map 4 shows the areas with liquefaction potential in the USGS San Francisco North Quadrangle, which includes the north end of the San Francisco peninsula, extending south to about 25th Street and Pacheco Street. This map was issued in October 1996 for public review. CDMG expects to finally adopt this map on April 1.

Landslides

A landslide is a movement of a mass of soil down a steep slope when the soil loses strength and can no longer support the weight of overlying soil or rocks. Landslides vary in size and rate of movement. They can occur slowly over time or suddenly. Areas susceptible to landslides are those where masses of soils are weakly supported because of natural erosion, changes in ground water or surface water patterns, or human activities such as undercutting. Landslides can be triggered by heavy rains, as occurred during the high wind and rainstorms of the winter of 1995-1996 and in early 1997. Earthquakes will trigger landslides in susceptible areas, as occurred in the Santa Cruz Mountains during the 1989 Loma Prieta earthquake.

A large earthquake in San Francisco may cause movement of active slides and could trigger new slides similar to those that have already occurred under normal conditions. Areas susceptible to landslides are shown on Map 5.

INUNDATION HAZARDS

Tsunami

Tsunami are large waves in the ocean generated by earthquakes, coastal or submarine landslides, or volcanoes. Damaging tsunami are not common on the California coast. Most California tsunami are associated with distant earthquakes (most likely those in Alaska or South America), not with local earthquakes. Devastating tsunamis have not occurred in historic times in the Bay area. Because of the lack of reliable information about the kind of tsunami runups

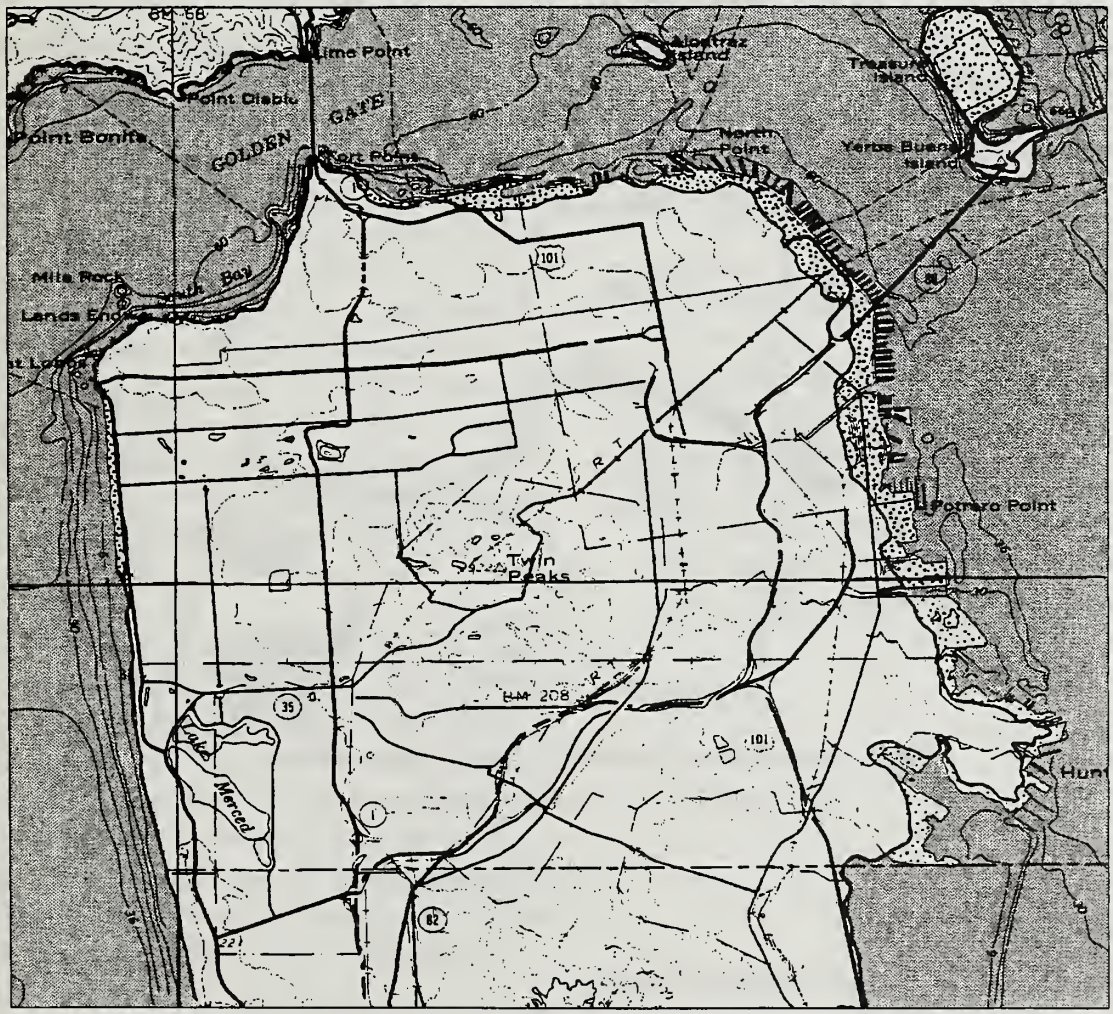
that have occurred in the prehistoric past, there is considerable uncertainty over the extent of tsunami runup that could occur. There is ongoing research into the potential tsunami run-up in California. Map 6 shows areas where tsunamis are thought to be possible.

Flooding

The National Flood Insurance Program designates flood prone areas. There are no areas prone to surface flooding in San Francisco.

Reservoir Failure

Dams and reservoirs which hold large volumes of water represent a potential hazard due to failure caused by ground shaking. The San Francisco Water Department owns above ground reservoirs and tanks within San Francisco. Their inundation areas are shown in Map 7. The San Francisco Water Department monitors its facilities and submits periodic reports to the California Department of Water Resources, Division of Safety of Dams (DOSD), which regulates large dams.



Map 6 Areas of potential inundation.

20-foot Tsunami run-up map

Source: Maps showing areas of potential inundation by tsunamis in the San Francisco Bay Region, United States Geological Survey, 1972.



Map 7

Inundation Areas Due to Reservoir Failure

Source: URS/John Blume & Associates, 1974.

IMPACTS OF FUTURE EARTHQUAKES

Earthquakes' most profound impacts are deaths and serious injuries. Deaths and injuries largely depend on the number of people in the area at the time, and the types of structures that they occupy. Although risk is related to much more than distance from the earthquake, it is interesting to note that about 1.26 million people live within 10 km of the likely magnitude 7 earthquake on the Northern segment of the Hayward fault. This is about 10 times the number of people at a similar distance from the epicenter of the Loma Prieta earthquake.

Most deaths and injuries will result from the failure of buildings and other structures. The number of casualties will be influenced by the time of day of the earthquake. At night more people are in relatively safe small wood-frame structures. San Francisco's residential population of about 750,000 is a reasonable estimate of nighttime population. During the day more people could be in more hazardous and higher occupancy buildings, on vulnerable bridges and freeways, or on streets with falling debris. San Francisco's daytime population is about 1.3 million people. Studies have estimated the number of deaths from a magnitude 7.5 earthquake on the Hayward fault at 1,500 to 4,500, and from an 8.3 earthquake on the San Andreas fault at 3,000 to 8,000.

In recent large earthquakes, buildings built with current engineering techniques generally performed well. This means that they did not collapse or pose an unreasonable threat to the lives of occupants, although they may have suffered structural damage that is difficult, expensive or even impossible to repair. San Francisco contains many building built before building codes and construction practices reflected a knowledge of earthquake resistance.

Unreinforced masonry buildings have performed poorly in earthquakes. San Francisco has adopted a program to require their retrofit. Other hazardous building types remain. Non-ductile concrete structures often fail in large earthquakes. A large but unknown number of them exist in San Francisco. Reducing this possibly large risk may be difficult and costly. "Soft-story" buildings, those in which at least one story—often the ground floor— has much less strength that the rest of the structure, are significant hazards. Retrofitting wood-frame buildings with soft stories by strengthening their ground floor can be a relatively simple, and very effective, way to reduce earthquake risks.

San Francisco is improving the seismic strength of many City-owned buildings, including fire stations and Civic Center buildings. Some important buildings remain to be strengthened.

A major earthquake will result in substantial damage to utility systems. It is likely that fires will break out, larger and in greater number than can be controlled by available professional fire-fighters. There may be releases of hazardous materials.

In addition to these physical impacts, there will be social and economic impacts. Housing will be lost; the Association of Bay Area Governments estimated that up to 41,000 units (or 12% of all units) in San Francisco could be uninhabitable immediately after the largest expected earthquake. About 50,000 people would seek shelter. Some people, because of limited English language ability, or limited mobility, may be at increased risk. Many businesses will be seriously disrupted. Valuable historic buildings will be lost.

OVERALL GOAL

It is the goal of the City and County of San Francisco to the extent feasible, to avoid the loss of life and property as a result of natural and technological disasters, to reduce the social, cultural and economic dislocations of disasters, and to assist and encourage the rapid recovery from disasters.

Objectives and Policies to advance this goal are classified into six general categories. They are:

- *Coordination.* Improvements in coordination among City programs, and among others working to reduce the risks of disasters will result in more effective mitigation, preparedness, response and recovery efforts.

- *Hazard Mitigation.* Hazard mitigation policies and programs are intended to reduce or eliminate long term risks. Hazard mitigation activities, effectively carried out, reduce the need for response and recovery from disasters because they will reduce the amount of physical damage suffered.

- *Preparedness.* Preparedness programs are those that educate and organize people to respond appropriately to disasters. They include education and awareness programs for individuals, families, institutions, businesses, government agencies and other organizations.

- *Response.* Response programs include the plans of those with responsibility for providing emergency and other services to the public when a disaster occurs. The focus of Response activities is saving lives and preventing injury, and reducing immediate property damage.

- *Recovery and Reconstruction.* After a major disaster, public and private decisions must be made about short-term and long-term rebuilding, the provision of housing for those displaced, resumption of services to homes and businesses, resumption of business and government functions. City policies and actions will have a large influence on these processes.

- *Information Systems and Research.* Knowledge about natural disasters is continually growing. In order the deal with disasters effectively, it is critical that the public, City agencies, and decision-makers be well informed about new information. It is also important that information about events and activities in the City be available to other government agencies and researchers.

1. COORDINATION

OBJECTIVE 1

IMPROVE THE COORDINATION OF CITY PROGRAMS THAT MITIGATE PHYSICAL HAZARDS, HELP INDIVIDUALS AND ORGANIZATIONS PREPARE FOR AND RESPOND TO DISASTERS, AND RECOVER FROM THE IMPACTS OF DISASTERS

Meeting the overall goal of reducing the impacts of natural and technological hazards requires extraordinary cooperation and coordination among City departments, and among City departments and other government and non-government agencies. San Francisco currently has staff assigned to respond to disasters, and to prepare and coordinate emergency response plans both citywide in the Office of Emergency Services and at the departmental level. Other departments and offices carry out projects to reduce future losses to City facilities and some private facilities, programs to increase earthquake preparedness, and to repair damage from the Loma Prieta earthquake. A more comprehensive, coordinated approach increases overall effectiveness of these programs, improves the City's working relationships with other government and non-government agencies, and heightens public awareness of disaster programs.

POLICY 1.1

Improve the coordination of disaster-related programs within City departments.

Since the Loma Prieta earthquake, a focus of City safety efforts has been on improving the response to a major disaster. With the completion of the new *Emergency Operations Plan*, there is considerable progress toward improved response. The City now needs to act to improve the coordination of mitigation and preparedness activities, and more fully support the City's ability to recover after future disasters.

2. HAZARD MITIGATION

OBJECTIVE 2

REDUCE STRUCTURAL AND NON-STRUCTURAL HAZARDS TO LIFE SAFETY, MINIMIZE PROPERTY DAMAGE AND RESULTING SOCIAL, CULTURAL AND ECONOMIC DISLOCATIONS RESULTING FROM FUTURE DISASTERS.

Most earthquake-related deaths and injuries will result from the failure of buildings and other structures as a result of shaking or ground failure. Damage to structures results in substantial economic losses and severe social, cultural and economic dislocations. In addition to the characteristics of the earthquake and of the site, a structure's performance will depend on structural type, materials, design, age and quality of construction and maintenance. The hazards posed by buildings and other structures can be reduced by assuring that new structures incorporate the latest engineering knowledge, by learning more about the risks posed by older structures and developing plans to reduce those risks, and by including a consideration of natural hazards in all land use, infrastructure, and public capital improvement planning.

NEW STRUCTURES

The State of California requires the use of the State Building Code, based on the model Uniform Building Code (UBC) prepared by the International Conference of Building Officials (ICBO). Buildings built to current code provisions are expected to resist damage from minor earthquakes, experience some non-structural damage from moderate earthquakes, and incur non-structural and some structural damage (but not collapse) in major earthquakes. The Codes are updated as knowledge grows about how structures respond to earthquakes. The 1971 San Fernando earthquake unexpectedly destroyed some recently built freeways and buildings. As engineers examined the buildings that failed, there were far-reaching building code amendments increasing buildings' structural resistance to earthquakes. Recent earthquakes in Northridge and Kobe have demonstrated that buildings that incorporate current engineering knowledge about earthquakes generally perform well in earthquakes. During these two earthquakes, some welds in steel frame buildings cracked unexpectedly, although no buildings collapsed as a result. Changes are being made in the Building Code to protect against this damage.

Local governments are permitted to impose more restrictive standards than those in the State codes when this can be justified by local conditions such as seismicity, topography (for example hilly terrain), or climate. San Francisco adopts the State Building Code with modifications which concern the resistance to ground-shaking and hillside construction, as well as some long-standing local provisions. The San Francisco Building Code is adopted by the Board of Supervisors and implemented by the Department of Building Inspection (DBI), which reviews building plans, and inspects buildings under construction to insure that the approved plans and codes are followed. The City will continue to periodically review and update the building code to incorporate the latest knowledge and standards of seismic design in both structural and nonstructural building elements.

Because of the importance and the variability of local soil conditions, DBI requires geotechnical reports, prepared by a licensed civil engineer, for projects on sites in areas with greater susceptibility to ground shaking and ground failure, and requires the design of foundations and structural systems which respond to these increased structural loads and hazards. Integrating soil factors into design will be further formalized under the California Seismic Hazards Mapping Act of 1990. The regulations implementing the Act require that the local agency review of the developers' studies be "conducted by a certified engineering geologist, or registered civil engineer, having competence in the field of seismic hazard evaluation and mitigation." This increased level of review by appropriate professionals will help assure that hazards resulting from soil conditions will be adequately mitigated.

POLICY 2.1

Assure that new construction meets current structural and life safety standards.

The Department of Building Inspection and the Fire Department have ongoing responsibility for reviewing plans for proposed buildings and inspecting buildings under construction to insure that they are built as shown on the approved plans and in accordance with codes. This includes ongoing training for plan checkers and the involvement of professional structural and civil engineers with expertise in seismic engineering.

The engineering of complex or unusual structures requires more than the routine application of set rules. It often involves creativity and judgement in solving new design problems. Because there can be considerable independent judgment required, the involvement of more than one design professional can often shed new light on structural issues, or uncover overlooked problems. The Structural Engineers Association of California recommends that, in situations where performance during an earthquake is critical, or when advanced or unusual technologies are used, structural designs should be reviewed by a qualified independent reviewer at several points during project design. San Francisco Building Code Section 105.7 allows the Department of Building Inspection to involve Structural Advisory Committees, groups of professional engineers working on a volunteer basis, to provide review on a case-by-case basis.

POLICY 2.2

Review and amend at regular intervals all relevant public codes to incorporate the most current knowledge of structural engineering.

The State of California mandates the local adoption of the California Building Code. Buildings built to these provisions are expected to resist damage from minor earthquakes, experience some non-structural damage from moderate earthquakes, and suffer some structural damage, but not collapse, from major earthquakes. The Code is updated as knowledge grows about how structures respond to earthquakes. Updates occur annually. Local governments can impose more restrictive standards than those in the State code. San Francisco adopts the State code with modifications that concern the resistance to groundshaking and hillside construction.

POLICY 2.3

Consider site soils conditions when reviewing projects in areas subject to liquefaction or slope instability.

Building codes consider soil conditions only at a very general scale. But soils conditions vary enormously throughout the City. Different soils conditions can result in very different earthquake impacts and can result in damage at other times - for example landslides. Because of the importance of soil conditions, the Department of Building Inspection requires geotechnical reports for projects in areas with

susceptibility to ground failure, including liquefaction and landslides. These areas are shown on Maps 4 and 5. DBI requires that foundations and structural systems be designed that are more likely to survive these hazards. DBI has ongoing contracts with private geotechnical firms with whom it consults about proposed projects the Department believes present difficult or unusual issues in areas with the potential for ground failure.

Pursuant to the Seismic Hazards Mapping Act, the State of California Department of Conservation Division of Mines and Geology has designated Seismic Hazards Studies Zones, and mandates procedures for the review of required geotechnical reports for proposed projects in these zones. The regulations require that local agency review of these projects be "conducted by a certified engineering geologist, or registered civil engineer, having competence in the field of seismic hazard evaluation and mitigation." DBI intends to use the Section 208 provision to comply with this regulation.

EXISTING STRUCTURES

Many of San Francisco's buildings, other structures, and lifelines were built before building codes and construction practices reflected a knowledge of earthquake resistance design. Some types of older buildings have performed well in earthquakes, notably wood frame residential buildings. Other building types have not. Reducing casualties and other impacts of earthquakes requires examining existing facilities and considering the best way to reduce their hazards. San Francisco, the State of California and utility providers have programs currently underway to reduce these hazards. There remain some large classes of buildings which are likely to suffer severe damage, and to threaten life safety. The City needs to consider ways to reduce these risks.

POLICY 2.4

Continue the unreinforced masonry building program and the parapet program.

The City has undertaken two programs to reduce earthquake hazards presented by some existing buildings. Enacted in 1969, the Parapet program requires private property owners, even with no other remodeling plans, to reinforce older parapets and roofline appendages. These features, if not securely anchored to the building, pose a high life safety threat during earthquakes. This problem is most common on unreinforced masonry and concrete buildings built prior to 1949. This program is largely complete. Structural engineers have credited the strengthening performed pursuant to the parapet ordinance with preventing injuries and building damage which might otherwise have occurred during the Loma Prieta Earthquake.

The 1974 *Community Safety Element* specifically examined unreinforced masonry buildings (UMBs), because of their record of poor performance in earthquakes. Eight deaths during the Loma Prieta earthquake resulted from damaged UMBs. In the Loma Prieta earthquake about 13% of all San Francisco UMBs were damaged to the extent that occupancy was limited, while about 2% of other San Francisco buildings were damaged.

The City is requiring the retrofit of UMBs. As of late 1994, there were about 1750 UMBs in the City, concentrated in the North of Market/Civic Center area, Chinatown, Downtown, and the Bush Street Corridor. The City's program requires the retrofit of privately owned UMBs by 2006, depending on the use of the building, its location in areas of poor soil, or in parts of the City with high population densities. The retrofit program is administered by the Department of Building Inspection. A City loan program assists owners to undertake this work. The programs were designed to minimize the displacement of residents and commercial tenants.

POLICY 2.5

Assess the risks presented by other types of potentially hazardous structures and reduce the risks to the extent possible.

There are other building types which perform poorly in earthquakes. Buildings of these types exist in San Francisco, although they have not been inventoried. The most serious hazard, and also the most difficult policy issues, may be posed by non-ductile concrete frame structures. In many of these buildings, the frame was not designed or constructed to allow it to move without fracturing. As a result, they are susceptible to collapse in strong earthquakes. There were many failures of these buildings in the 1971 San Fernando earthquake. Many deaths in the 1985 Mexico City, 1988 Armenia, 1994 Northridge, and 1995 Kobe earthquakes resulted from failures of non-ductile concrete frame buildings. Most of the San Francisco freeway viaducts seriously damaged in the Loma Prieta earthquake, and the Cypress viaduct which collapsed in Oakland, were non-ductile concrete structures. Non-ductile concrete frame buildings were constructed as factories, warehouses, or office buildings in the densest parts of the City until the San Francisco building code was changed in 1968 to require ductility. ABAG estimated that more than 30% of the commercial building stock and more than 50% of the industrial building stock is concrete. An unknown but large number of these are of non-ductile concrete. Many of these buildings probably have historical or architectural value. Because of their larger size and central location, non-ductile concrete frame buildings are often converted to new uses such as offices or residential units. Such conversions provide opportunities to increase their resistance to collapse during earthquakes.

Precast concrete tilt-up buildings built before 1973 have been one of the most hazardous newer buildings types in strong earthquake. (They are called "tilt-up" because the exterior concrete walls are formed and poured in a horizontal position and lifted into place with a crane.) There are believed to be relatively few of these buildings in San Francisco.

POLICY 2.6

Reduce the earthquake and fire risks posed by older small wood-frame residential buildings through easily accomplished hazard mitigation measures.

"Soft-story" buildings, those in which at least one story—often the ground floor—has much less rigidity and/or strength than the rest of the structure, are significant hazards. Those built before 1940 often do not have adequate anchors between the frame and the foundation. They often have ground-story garages which leave the ground story without sufficient lateral strength to resist strong shaking. The 1974 URS/Blume report identified smaller wood-frame buildings with soft stories as having the potential to collapse during an earthquake. During both the Loma Prieta and the 1994 Northridge earthquakes, soft-story residential buildings failed, resulting in deaths.

These deficiencies can be fixed relatively easily and inexpensively, substantially reducing life safety hazards and the likelihood that the building will sustain damage in an earthquake. There are currently no requirements to undertake this work, although many owners do so voluntarily. Insurance companies sometimes encourage or require upgrade as a condition of providing insurance. The State of California requires sellers of homes built before 1960 to disclose the existence of a series of common weaknesses, including lack of foundation bolts and water heater bracing, and to provide a copy of the state publication, The Homeowners Guide to Earthquake Safety. This law does not require sellers to fix these deficiencies. The City of Berkeley has a program which rebates a portion of the City's real estate transfer tax, if the money is applied to the mitigation of seismic hazards. This program has funded over 1700 retrofits since it began in 1993. The City of San Leandro has published guidelines, and provides technical assistance to encourage owners of small wood-frame homes to reduce their seismic risks.

The City should consider incentives and regulations to encourage relatively simple retrofit approaches that increase the structural stability and safety of smaller wood frame residential buildings.

POLICY 2.7

Abate structural and non-structural hazards in City-owned structures.

Both technical and financial resources are needed to repair and retrofit City-owned structures. The City shall utilize its capabilities to assess hazards and to create and implement bond and other funding opportunity and to carry out retrofit projects. A number of City buildings have already been structurally upgraded utilizing bond financing.

There are other important City-owned buildings which present seismic risks, but for which funding for retrofit or replacement has not yet been secured. Among the most critical are nine subsidiary buildings at the Laguna Honda Hospital complex and 18 at the San Francisco General Hospital complex that are vulnerable to severe earthquake damage. The Hall of Justice is also vulnerable. These projects should be considered for future bond measures.

POLICY 2.8

Preserve, consistent with life safety considerations, the architectural character of buildings and structures important to the unique visual image of San Francisco, and increase the likelihood that architecturally and historically valuable structures will survive future earthquakes.

Older buildings are among those most vulnerable to destruction or heavy damage from a large earthquake. They may not have the more recent engineering features that make buildings more resistant to ground shaking, and many of them are located in areas near the Bay and the historic Bay inlets that were among the earliest parts of the City to be settled, and have the softest soil. The part of the City most vulnerable to fire, the dense downtown area, also contains many historic structures. A major earthquake could result in an irreplaceable loss of the historic fabric of San Francisco. The City needs to achieve the related goals of increasing life safety and preserving these buildings for future generations by increasing their ability to withstand earthquake forces.

When new programs are being considered to abate hazards posed by existing buildings and structures, the likely impacts of those programs on historic buildings must be thoroughly investigated. The resulting programs should encourage the retrofit of historic buildings in ways that preserve their architectural design character while increasing life safety. When development concessions, transfers of development rights or City funds are granted to promote preservation of historic buildings, there should be reasonable measures taken to increase the building's chances of surviving future earthquakes.

PLANNING FOR NEW DEVELOPMENT

POLICY 2.9

Consider information about geologic hazards whenever City decisions that will influence land use, building density, building configurations or infrastructure are made.

The Planning Commission and other City decision-makers shall consider geologic hazards when making decisions that will affect the types and structures that will exist in the future, including potential and existing structures, land uses and their associated densities, transportation and other infrastructure. Area plans and other changes to the General Plan and the City Planning Code shall investigate and consider the hazards resulting from geologic conditions, buildings (both existing and potential), and infrastructure. These plans will strive to minimize the casualties and property loss from natural disasters.

LIFELINES

San Francisco's lifelines are part of regional systems that extend well beyond the City's boundaries. State and private agencies operate some of the regional lifelines. Caltrans operates most of the regional transportation network, which is vulnerable to earthquake damage resulting in significant impacts on San Francisco.

Many areas may be without power, at least temporarily, during some portion of the first 72 hours or longer. Natural gas systems will probably experience breaks in major transmission lines and innumerable breaks in the local and individual systems, particularly in areas of poor soils. Telephone communications will be hampered by overloading resulting from many calls being placed and from phones knocked off hooks.

A Hayward fault earthquake will result in heavy damage to the City operated water system because major tunnels, aqueducts, and water distribution facilities cross the fault, resulting in possible long term water shortage. Many areas will probably be dependent on tanker trucks to provide water. Sewage collection systems and sewage treatment facilities on poorer soils near the Bay are likely to suffer damage, resulting in the discharge of raw sewage into the Bay.

POLICY 2.10

Identify and replace vulnerable and critical lifelines in high-risk areas.

The Water Department and the Department of Public Works have ongoing programs to replace vulnerable water mains and sewers and to improve performance of the systems during earthquakes by including system segmentation, safety shut-off systems and redundant back-up systems or other methods of reducing damage and providing alternative sources of service. Pacific Gas and Electricity has an ongoing program, with the goal of reducing the vulnerability of the regional gas and electric networks to earthquakes by the year 2000. Caltrans has bridge and highway retrofit programs underway. Lifeline work may present opportunities to coordinate construction activities. If coordination is possible, it should be vigorously pursued.

POLICY 2.11

Reduce hazards from gas fired appliances and gas lines.

A large earthquake is likely to result in fires at a time when the water systems may be disrupted and personnel needed to fight fires may be overtaxed. One of the sources of ignition will be gas leaks from appliances. The City should consider ways of reducing ignitions from gas-fired appliances by potential code amendments to encourage reduction of gas related hazards.

HAZARDOUS MATERIALS

POLICY 2.12

Enforce state and local codes that regulate the use, storage and transportation of hazardous materials in order to prevent, contain and effectively respond to accidental releases.

Homes, businesses and other facilities contain many materials that, if not properly handled, can result in risks to life, health, or the environment. During a disaster, especially an earthquake, such materials could be accidentally released. The materials that generally pose the greatest hazard during a disaster are those that can, in the form of gas, spread and affect large numbers of people; those that are highly flammable or explosive; and those that are highly toxic or are strong irritants. Large earthquakes lead to release of hazardous materials while reducing the ability of emergency personnel to respond. The continued requirement of business and facility emergency plans and local inspections as part of the City's permitting process for hazardous material storage is critical to reducing an overload on public emergency response resources during a major earthquake.

3. EMERGENCY PREPAREDNESS AND RESPONSE

OBJECTIVE 3

ENSURE THE PROTECTION OF LIFE AND PROPERTY FROM DISASTERS THROUGH EFFECTIVE EMERGENCY RESPONSE. PROVIDE PUBLIC EDUCATION AND TRAINING ABOUT EARTHQUAKES AND OTHER NATURAL DISASTERS AND HOW INDIVIDUALS, BUSINESSES AND COMMUNITIES CAN REDUCE THE IMPACTS OF DISASTERS.

The City agencies with lead roles during the response phase of a natural disaster, a catastrophic hazardous waste incident, a large-scale crime or terrorist attack, are the same agencies that have a day-to-day responsibility for responding to fires, accidents, crimes or other emergencies: the Fire Department, the Department of Public Health, the Police Department, the Department of Public Works, and others to a lesser extent and as needed. However, in a major disaster, the needs for assistance are greater than the resources of the usual responders; in fact this could be said to be the definition of a disaster. During and after a major disaster additional organizations, including City agencies, other public safety agencies, and private organizations, will be called into service. Therefore, a significantly heightened level of coordination, and different type of organization, is necessary. The Mayor's Office of Emergency Services (OES) is responsible for this coordination. The Emergency Operations Plan (EOP), recently updated, is the blueprint for this coordination among city responders, other governmental agencies, non-governmental agencies involved in response (such as the American Red Cross), and the public during a major disaster of any kind.

Before a disaster occurs, actions should be taken by members of the public, families, neighborhood groups, businesses, and community-based organizations to reduce risks and plan for the actions that will be needed immediately after a disaster. State and local emergency response offices advise people to be prepared to be self sufficient for 72 hours after a large earthquake. Achieving preparedness is even more critical for vulnerable populations, including the elderly and the disabled, and those in geographical areas and building types that are more vulnerable to earthquake damage.

POLICY 3.1

Promote greater public awareness of disaster risks, personal and business risk reduction, and personal and neighborhood emergency response.

People and organizations that are well-informed about possible disasters can take private and effective measures to reduce their vulnerability and prepare. They can also increase their effectiveness in responding after a disaster and helping others when public agencies are overwhelmed.

POLICY 3.2

Provide on-going disaster preparedness and hazard awareness training to all City employees.

In addition to responding to the emergency, one of the post-disaster tasks of City agencies will be the resumption of normal public services as quickly as possible. City workers will be more effective emergency responders, will be able to provide necessary public service, and will be better equipped to aid in the recovery if they are not, themselves, victims of the disaster.

POLICY 3.3

Maintain a local organization to provide of emergency services to meet the needs of San Francisco.

The Mayor's Office of Emergency Services has responsibility for developing the City's Emergency Operations Plan, facilitating the coordination of the response agencies, conducting periodic exercises

and maintaining the Emergency Command Center. This agency must be maintained at an appropriate level, with sufficient personnel and resources to carry out these tasks.

POLICY 3.4

Maintain a comprehensive, current Emergency Operations Plan, in compliance with applicable state and federal regulations, to guide the response to disasters. Conduct periodic exercises of the EOP.

The Emergency Operations Plan is needed to insure that the roles of City Agencies and others are well defined and periodic exercises sharpen the skills and interest of all those involved in response. Such exercises, and the experiences of others during disasters facilitate required updating of the EOP.

POLICY 3.5

Maintain an adequate Emergency Command Center.

A secure well-equipped location for centralized communications and direction is needed after a large disaster. Although the 1974 Community Safety Element recommended an Emergency Operations Center be established to serve as a central coordination point for the emergency response, when the Loma Prieta earthquake struck in 1989 there was no center. Shortly thereafter, an Emergency Command Center (ECC) was built and communications systems installed. It is managed by the Mayor's Office of Emergency Services.

POLICY 3.6

Maintain and expand the city's fire prevention and fire fighting capability with adequate personnel and training. Assure the provision of adequate water for fighting fires.

The supplemental water supply systems including the Auxiliary Water Supply System, the Portable Water Supply System, cisterns, Bay water suction devices, and fire boats have been extended and strengthened since the Loma Prieta earthquake. Staffing and equipment needs of the Fire Department must also be met.

POLICY 3.7

Establish a system of emergency access routes for both emergency operations and evacuation.

After a large earthquake or other disaster, it is likely that many streets will be impassible. This will make fire fighting and other emergency response actions more difficult, hinder the movement of residents, and interfere with debris removal and other short-term recovery activities. The City and Region should have post disaster transportation plans.

4. RECOVERY AND RECONSTRUCTION

OBJECTIVE 4

ASSURE THE SOUND, EQUITABLE AND RAPID RECONSTRUCTION OF SAN FRANCISCO FOLLOWING A MAJOR DISASTER.

A major disaster resulting in extensive destruction in the City will result in a public and private commitment to rebuild San Francisco, and to do so as quickly as possible, while providing needed interim facilities where people can live, conduct businesses, and provide services.

The rebuilding of areas with extensive damage will present choices between retaining existing land uses, regulations, land ownership patterns, circulation and infrastructure configurations, and other physical characteristics as they existed before the disaster, or, alternatively, reconsidering the area's physical patterns, or a combination of the two approaches.

While these issues are being considered, the City's established development objectives and procedures (embodied in the General Plan) should be respected. A balance should be struck to enable new development to take advantage of opportunities to improve the area and the city, enhance future safety, upgrade infrastructure, encourage economic recovery, and result in attractive and functional physical development, while respecting the values of the past. Some areas might best be repaired and rebuilt in ways similar to their pre-disaster conditions, while in others with pervasive damage, new area plans applying citywide objectives may be needed.

Preparation and planning prior to a disaster can improve the effectiveness of post-disaster efforts. Many of the immediate actions needed to begin the recovery process, such as debris removal, emergency building assessment and repairs, and meeting the immediate needs of federal and state agencies for information, are described in the Emergency Operations Plan. Longer-term reconstruction decisions will need to be made by decision-makers including the Mayor, the Board of Supervisors, the Planning Commission and others, with considerable public involvement. Advance planning for the recovery process will improve the City's ability to make these decisions, which will profoundly influence the future of the City, quickly, equitably, and effectively.

POLICY 4.1

Rebuild after a major disaster in accordance with established General Plan objectives and policies and other relevant policies and regulations.

The General Plan and other City policies have been adopted, after much public consideration, to assure the preservation and enhancement and safety of this very desirable urban environment. In the efforts to restore damaged areas of the city, existing development policies and regulations should be respected. Opportunities may be created for realizing General Plan policies, such as improvements to circulation systems, the provision of needed public or private open space, or hazard reduction. In areas with extensive building and infrastructure damage, coordinated rebuilding to take advantage of opportunities for neighborhood improvement, may be best achieved with an area plan approach. Future Area Plans of the General Plan should be formulated with an awareness of their potential applicability in relation to earthquake recovery.

POLICY 4.2

Repair and reconstruct damaged neighborhoods so that displaced residents are able to return to the communities where they lived. Involve pre-disaster residents, businesses, and owners in planning for the reconstruction of destroyed and damaged areas.

San Francisco neighborhoods have distinct characters, and often have long-term residents, businesses and institutions. Some of the neighborhoods most vulnerable to serious damage in an earthquake provide affordable housing and have distinct cultural identities. The City, in cooperation with State and federal agencies, and community-based organizations, must manage rebuilding so as to maintain affordability to assure that the disaster does not result in permanent displacement due to higher housing costs.

Residents, business people, and those involved in neighborhood institutions need to be involved in creating repair and rebuilding plans. Those plans must provide opportunities for those who lived in the area to return to new or repaired homes and other facilities there.

POLICY 4.3

Provide adequate interim accommodation for residents and businesses displaced by a major disaster in ways that maintain neighborhood ties and cultural continuity to the extent possible.

After a major earthquake, the Association of Bay Area Governments has estimated that up to 23,000 housing units will be destroyed or substantially damaged. (This is the estimate of red-tagged units in San Francisco after an earthquake along the entire Hayward Fault.) Many businesses that provide necessary services to residents will also be displaced. Repair and reconstruction will take several years. In the meantime, State and federal agencies have a responsibility to provide interim housing. The City will work with these agencies, involving community-based organizations, to assure that the temporary and interim housing is adequate, convenient and includes necessary businesses and social services. In order to maintain relationships and connections within the community, temporary housing and other facilities should be provided near their pre-disaster location as much as possible.

POLICY 4.4

Before an emergency occurs, establish an inter-departmental group to develop a Recovery Plan to guide long-term recovery, manage reconstruction activities, and provide coordination among recovery activities.

Inter-departmental coordination and public involvement will be critical to the recovery process. So will coordination with state and federal agencies and familiarity with their rules and processes. A Recovery Plan should be prepared involving City departments with responsibility for the physical and economic health of the City, including the Planning Department, the Redevelopment Agency, the Department of Public Works, the Department of Building Inspection, the Mayor's Office of Community Development, the Mayor's Office of Housing, and others. The Mayor's Office of Emergency Services should also contribute.

The Recovery Plan will need to prepare the City to meet immediate changing needs after a disaster. Special services and facilities will be needed on a short-term basis, including temporary housing, commercial facilities, and community services. It may be necessary that they be located in areas not normally available for development, or at higher density than is normally allowed.

The Recovery Plan should include, at least, polices and potential programs addressing the following issues, including a consideration of what type and size of disaster would trigger their implementation:

- Emergency demolitions, including a consideration of historic buildings.
- Reoccupancy guidelines
- Expediting repairs and reconstruction where appropriate
- Construction of a potentially large amount of temporary housing and related services, including consideration of siting
- Plans for expediting the planning, financing and construction of potentially large numbers of replacement housing units.
- Changes to Planning Code provisions regarding nonconforming uses and buildings.
- Business resumption assistance, including mediation with federal and state programs and the provision of alternative space.
- Guidance for long-term economic recovery.
- Policies for guiding planning and reconstruction of areas in which a large proportion of the buildings and infrastructure are destroyed, including the most effective use of the City's redevelopment powers.
- Plans for the rapid resumption of normal government services
- Coordination with federal and state agencies.

The Recovery Plan should be updated as necessary to reflect changing conditions, and changes in the state and federal regulations that will influence the post-disaster recovery financing.

5. INFORMATION SYSTEMS AND RESEARCH

OBJECTIVE 5

SUPPORT SEISMIC RESEARCH THROUGH APPROPRIATE ACTIONS BY ALL PUBLIC AGENCIES, AND APPLY NEW KNOWLEDGE AS IT BECOMES AVAILABLE.

POLICY 5.1

Participate actively in the State of California, Department of Conservation, Division of Mines and Geology's Seismic Hazard Mapping project.

The California Division of Mines and Geology (CDMG) has mapped Seismic Hazards Studies Zones (SHSZs) in the north part of the City. When development projects are proposed within the SHSZs, the Seismic Hazards Mapping Act requires project proponents to prepare a geotechnical report assessing the nature and severity of the hazard, and suggesting appropriate mitigation measures. When approving any project in a SHSZ, the City uses the information and recommendations included in the report to achieve a reasonable protection of public safety. The City must take the information contained in the maps into account when preparing the Safety Element, or when adopting or revising land use ordinances. The CDMG is now mapping the southern part of the City. City agencies, including the Department of Public Works, the Department of Building Inspection and the Planning Department, will continue to cooperate with and advise the CDMG in this project.

POLICY 5.2

Support and monitor research being conducted about the nature of seismic hazards in the Bay Area, including research on earthquake prediction and warning systems, on the risk of tsunamis, and on the performance of structures.

Knowledge about geologic risks in the Bay Area is substantial, but always evolving. The City needs to keep informed, through the professional contacts of its staff, and through State and federal agencies like the California OES and the United States Geological Survey, about advances in the field. New information will be shared with the public and decision-makers.

Before an emergency occurs, establish an interdepartmental group to develop a Recovery Plan to guide long-term recovery, manage reconstruction activities, and provide coordination among recovery activities.



ARTS

AN ELEMENT OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

DEPARTMENT OF CITY PLANNING

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GOAL I. SUPPORT AND NURTURE THE ARTS THROUGH CITY LEADERSHIP.

OBJECTIVE 1

RECOGNIZE THE ARTS AS NECESSARY TO THE QUALITY OF LIFE FOR ALL SEGMENTS OF SAN FRANCISCO.

POLICY 1

Promote inclusion of artistic considerations in local decision-making.

POLICY 2

Officially recognize on a regular basis the contributions arts make to the quality of life in San Francisco.

POLICY 3

Increase public awareness of the arts in San Francisco by greater promotion of existing art programs and services in the community and schools.

POLICY 4

Provide access to the creative process and cultural resources for all neighborhoods, cultural communities, and segments of the city and its populations.

OBJECTIVE 2

INCREASE THE CONTRIBUTION OF THE ARTS TO THE ECONOMY OF SAN FRANCISCO.

POLICY 1

Encourage and promote opportunities for the arts and artists to contribute to the economic development of San Francisco.

POLICY 2

Continue to support and increase the promotion of the arts and arts activities throughout the City for the benefit of visitors, tourists, and residents.

OBJECTIVE 3

MAINTAIN AND STRENGTHEN THE ARTS COMMISSION SO THAT IT CAN BETTER SERVE THE PUBLIC AND CITY GOVERNMENT THROUGH ARTS POLICY COORDINATION, PLANNING AND PROGRAMMING.

POLICY 1

Enhance the legal powers and broaden the responsibilities of the Arts Commission to better enable it to be responsive to the changing needs of the entire arts community.

POLICY 2

Maintain arts policy coordination activities as a function of the Arts Commission within City government.

POLICY 3

Strive for the highest standards of design of public buildings and grounds and structures placed in the public right of way.

GOAL II. RECOGNIZE AND SUSTAIN THE DIVERSITY OF THE CULTURAL EXPRESSIONS OF ART IN SAN FRANCISCO.

OBJECTIVE 1

INSURE REPRESENTATIVE PARTICIPATION OF THE CITY POPULATION IN ARTS DECISION-MAKING AND PROGRAMMING.

POLICY 1

Actively recruit and include representative populations in City agencies and bodies which deal with arts (e.g., funding, promotion, programming, arts policy, selection of art or artists, facilities development and use).

OBJECTIVE 2

SUPPORT ARTS AND CULTURAL PROGRAMS WHICH ADDRESS THE NEEDS OF DIVERSE POPULATIONS.

POLICY 1

Identify and address the needs of arts programs and facilities for all segments of San Francisco.

POLICY 2

Provide accessible arts information resources to non-English speaking as well as visually and hearing impaired populations.

POLICY 3

Continue to increase City support for organizations and developing institutions which reflect the diverse cultural traditions of the San Francisco population.

OBJECTIVE 3

PROMOTE ARTS EDUCATION PROGRAMS THAT REFLECT THE CULTURAL DIVERSITY OF SAN FRANCISCO.

POLICY 1

Encourage arts education offerings in the community and the schools to include art and artists from many cultures.

GOAL III. RECOGNIZE AND SUPPORT INDIVIDUAL ARTISTS AND ARTS ORGANIZATIONS, A COMBINATION THAT IS VITAL TO A THRIVING ARTS ENVIRONMENT.

OBJECTIVE 1

ENHANCE THE CONTRIBUTION OF ARTISTS TO THE CREATIVE LIFE AND VITALITY OF SAN FRANCISCO.

POLICY 1

Develop funding sources for individual artists.

POLICY 2

Encourage City-funded arts programs and organizations to establish policies for payment to professional artists.

POLICY 3

Protect and assist in the creation of artists' live/work spaces.

POLICY 4

Include the literary and media arts in any and all definitions of art and artists.

POLICY 5

Include the participation of artists in City capital improvements and public works projects which do not fall under current Percent for Art programs.

OBJECTIVE 2

STRENGTHEN THE CONTRIBUTION OF ARTS ORGANIZATIONS TO THE CREATIVE LIFE AND VITALITY OF SAN FRANCISCO.

POLICY 1

Support a stable funding base for small, medium and large arts organizations and develop new funding sources to enable arts organizations of all sizes to respond to demand for services.

POLICY 2

Assist in the improvement of arts organizations' facilities and access, in order to enhance the quality and quantity of arts offerings.

POLICY 3

Recognize that arts organizations are representative of the City's diversity, creativity and vitality.

POLICY 4

Strengthen the leadership, personnel, governance and structure of arts organizations.

GOAL IV. INCREASE OPPORTUNITIES FOR QUALITY ARTS EDUCATION.

OBJECTIVE 1

ADVOCATE AND ASSIST IN PROVIDING ARTS EDUCATION PROGRAMMING AT ALL LEVELS.

POLICY 1

Advocate for arts education opportunities for all residents of San Francisco.

POLICY 2

Strengthen collaborations among artists, arts organizations, and teachers, school administrators, and others responsible for arts curricula.

OBJECTIVE 2

RECOGNIZE IN ARTS EDUCATION PROGRAMS THAT A PARTNERSHIP AMONG ARTISTS, TEACHERS, AND ARTS ORGANIZATIONS IS ESSENTIAL TO CREATE AND MAINTAIN QUALITY ARTS EDUCATION PROGRAMMING.

POLICY 1

Support and increase the participation of artists in San Francisco's arts education programs.

POLICY 2

Support the efforts and dedication of arts teachers who have developed and maintained outstanding programs in the schools.

GOAL V. INCREASE FUNDING SUPPORT FOR THE ARTS IN SAN FRANCISCO.

OBJECTIVE 1

INSURE THAT CITY FUNDING SUPPORTS THE DELIVERY OF SERVICES TO THE BROADEST POSSIBLE SPECTRUM OF THE COMMUNITY.

POLICY 1

Provide the greatest possible public input into considerations regarding arts funding.

POLICY 2

Assist in the development of new funding sources for arts organizations which have traditionally not received City funding.

OBJECTIVE 2

SECURE NEW SOURCES OF REVENUE FOR THE ARTS.

POLICY 1

Establish a coordinated, flexible citywide percent for art program.

POLICY 2

Determine the means of providing in-kind resources and services to the arts.

POLICY 3

Reduce or eliminate, whenever possible, City-imposed costs associated with producing the arts by non-profit organizations and educational institutions.

OBJECTIVE 3

DEVELOP AND EXPAND ONGOING PARTNERSHIPS WITH THE PRIVATE SECTOR IN SUPPORT OF THE ARTS.

POLICY 1

Develop partnerships with the private sector and the business community to encourage monetary and non-monetary support of the arts, as well as sponsorships of arts organizations and events.

GOAL VI. ENHANCE, DEVELOP, AND PROTECT THE PHYSICAL ENVIRONMENT OF THE ARTS IN SAN FRANCISCO.

OBJECTIVE 1

SUPPORT THE CONTINUED DEVELOPMENT AND PRESERVATION OF ARTISTS' AND ARTS ORGANIZATIONS' SPACES

POLICY 1

Review, revise and coordinate city permit policies and codes to better meet the needs of the arts.

POLICY 2

Support and expand programs directed at enabling arts organizations and artists to comply with City building and safety codes and to rehabilitate arts spaces.

POLICY 3

Increase the use of City owned neighborhood facilities for the arts.

POLICY 4

Preserve existing performing spaces in San Francisco.

POLICY 5

Develop and maintain a mid-sized downtown performing arts facility available to community-based, culturally diverse arts groups easily accessible to visitors.

POLICY 6

Insure the active participation of artists and arts organizations in the planning and use of de-commissioned military facilities in San Francisco.

POLICY 7

Encourage the use of available and existing facilities under local government jurisdiction by artists and arts organizations.

POLICY 8

Include arts spaces in new public construction when appropriate.

POLICY 9

Create opportunities for private developers to include arts spaces in private developments city-wide.

POLICY 10

Assist artists and arts organizations in attaining ownership or long-term control of arts spaces.

POLICY 11

Identify, recognize, and support existing arts clusters and, wherever possible, encourage the development of clusters of arts facilities and arts related businesses throughout the city.

OBJECTIVE 2

INCREASE OPPORTUNITIES FOR PUBLIC ART THROUGHOUT THE CITY.

POLICY 1

Develop a public art plan and requisite ordinance for the City of San Francisco.

POLICY 2

Protect, maintain and preserve existing art work in the City Collection and art required by ordinance.

POLICY 3

Publish and periodically update public art catalogs.

ARTS

INTRODUCTION

San Francisco is nationally and internationally acclaimed as a cultural center where the ares are central to the essence and character of the City. It hosts a flourishing cultural environment in which a profusion of art is created, performed and exhibited in adventuresome, creative and often ground breaking ways. The breadth of artistic achievement in San Francisco encompasses many disciplines, cultures, individuals and organizations of all sizes. San Francisco has one of the largest concentrated populations of artists in the country and a per capital audience attendance at art events that far surpasses the national average.

The arts are a major industry in San Francisco, with a significant impact on the City's economy. The arts bring visitors and tourists and their associated visitor spending to San Francisco. In the City's innovative financial support programs for the arts, San Francisco has become a national leader in municipal arts funding. This city was among the first cities in the United States to institute a public art program and is considered a model in its approach to provision of artist live/work spaces.

The Arts Element of the San Francisco Master Plan is intended to:

- Strengthen the arts in San Francisco, as expressions of culture, creativity and beauty;
- Validate and increase the role of the arts as a major economic force in the region;
- Act as guiding principles for the City and County of San Francisco in their dealings with the arts;
- Legitimize the arts as an essential concern of local government through the formal adoption of policies;
- Articulate issues, contributions and needs of the arts;
- Protect arts organizations and artists through the adoption of policies that will withstand changes in political climate;
- Provide strategies for responding to arts issues;
- Identify and address current City policies and procedures that affect the arts;
- Elevate and strengthen the distribution of resources for the arts;
- Insure the future health and vitality of the arts in San Francisco;
- Set a course for the future.

Arts policy for the City and County of San Francisco was developed through a community planning process that included seven topical focus groups. These groups each met three times between November 1988 and early 1990. The process also included during this time two community forums, six cluster group meetings, additional meetings with Arts Commission and other City staff, reviews of materials and documents about the arts in San Francisco and technical research by the five member Planning Team.

The process of developing an Arts Element was undertaken out of the belief that the arts are an essential part of San Francisco, both intrinsically and economically, and that the arts make significant contributions to life in San Francisco. At the same time, however, the ability of the arts to thrive in San Francisco is challenged. Artists' housing and studio space remains scarce, individual artists of all disciplines and cultural backgrounds have limited access to funding, nonprofit arts organizations are currently experiencing the toughest competition yet for growth and stability. The search for available, affordable performance and exhibit space remains difficult as a result of San Francisco real estate values. There remains a critical need for greater arts education opportunities and multicultural artists and arts organizations remain on the periphery of City funding, decision making and support.

This Master Plan Element is also founded on the belief that the City and County of San Francisco holds a trust for the development and preservation of arts and culture. It is furthermore held that explicit arts policy will help enable the City and County of San Francisco to respond to arts related issues and problems in the fulfillment of this trust. This Arts Element is a hybrid in the world of cultural planning in that it addresses issues at both the policy level and the strategic level. Together both these levels of planning are critical to the success of the policies that follow.



GOAL I. SUPPORT AND NURTURE THE ARTS THROUGH CITY LEADERSHIP

OBJECTIVE 1

RECOGNIZE THE ARTS AS NECESSARY TO THE QUALITY OF LIFE FOR ALL SEGMENTS OF SAN FRANCISCO.

As noted by the National League of Cities:

"The arts are a critical element in the survival of cities. If we are to achieve an improved quality of life for the nation's urban population, all levels of government must recognize the arts as an essential service. All men, women, and children should have the opportunity to experience the arts in their daily lives. Within the urban environment every citizen should have available accessible avenues of cultural development, expression and involvement."

San Francisco support of the arts has decades of tradition. The City's own activities, however, have tended to be overshadowed by the vast scale of the private arts community. In 1983 there were over 600 non-profit arts programs - exclusive of the literary arts - within the city limits. These programs included 92 in theatre, 114 in dance, 60 in music, and 91 in visual arts. San Francisco is also home to a world-class symphony, ballet, opera and several museums of fine art.

The San Francisco area ranks highest among the ten largest U. S. Cities in per capita attendance in the disciplines of theatre, dance, music, and film. San Francisco is a literary arts center, based on the number of small press publications, poetry and prose readings and other literary events, literary organizations, and organizations with literary arts arms.

POLICY 1

Promote inclusion of artistic considerations in local decision-making.

In the design of the physical environment, artistic values should be recognized as an element to be considered as well as function, cost, and environmental impact. The talent and perspective of artists should be integrated into the planning, designing and building of San Francisco to promote the highest artistic standards for the City.

POLICY 2

Officially recognize on a regular basis the contributions arts make to the quality of life in San Francisco.

Background

Formal recognition through the Office of the Mayor of the contribution of the arts to the quality of life is a powerful and effective means of both giving the arts their deserved acclaim and demonstrating City leadership in supporting the arts. Leadership can take the form of the Mayor's Arts Awards, as is done in many cities, or can be more directed and specialized.

POLICY 3

Increase public awareness of the arts in San Francisco by greater promotion of existing art programs and services in the community and schools.

Background

The City and County of San Francisco should promote greater awareness of the arts of all cultures through its support of programs which promote the arts, through efforts to advocate for education in the arts, through its relationship with the media, and through the leadership of its offices. The City of San Francisco should embrace the arts as a vital part of its cultural environment, and promote the value of the many definitions of "public" cultures as art.

POLICY 4

Provide access to the creative process and cultural resources for all neighborhoods, cultural communities, and segments of the city and its populations.

Background

There is a wealth of opportunity in San Francisco for the enjoyment of and participation in the arts. There is also a wide array of populations which represent a multiplicity of cultures, economic and social backgrounds, neighborhoods, ages, and abilities. Local multicultural artists and arts organizations play a major role in promoting cross-cultural fertilization. The challenge is to bring these two elements - the arts and the general population - together, so that all people may create and enjoy the arts.



Museum Ambassadors visit a community boys club.



The Fine Arts Museum's Art Truck program visits schools throughout San Francisco.

OBJECTIVE 2

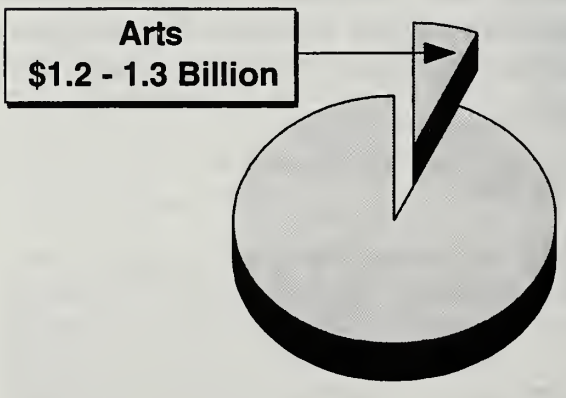
INCREASE THE CONTRIBUTION OF THE ARTS TO THE ECONOMY OF SAN FRANCISCO.

The arts contribute to the San Francisco economy by providing income as well as a wide variety of jobs, goods and services. Arts activities play a significant role in attracting visitor trade, enhancing the City image, and by their presence help to encourage other businesses to locate in San Francisco. Definition and study of the arts as a sector in the local economy during the 1980's improved on the long held assumptions and understanding that the arts are good for the economy by providing measurement and approximations of actual economic benefits.

The arts sector includes both non-profit and for-profit arts businesses and corporations. These two business sectors work to support one another in ways which make them invaluable to one another. There is a mutual dependency between these two sub-sectors of the arts where the economic and creative health of one can significantly affect the other. It is estimated that the 1987 operating expenditures of the non-profit arts activities in San Francisco were over 94 million dollars. In the same year, the for-profit arts which are traditionally the larger sub-sector yielded local operating expenditures of approximately 593 million dollars. Together these two arts sub-sectors, with their events, shows, exhibits, performances and other business activities helped to generate an estimated 1.3 billion dollars in the 1987 San Francisco economy.

The arts sector contribution of 1.3 billion dollars represents approximately 6.5 percent of the total 1987 San Francisco economic activity. Arts economic activity during this same year supported between 45,000 and 50,000 local jobs. As many as one out of every eleven jobs in San Francisco is either partially or wholly dependent on arts related businesses in the city. Overall arts sector contributions of jobs, income and business activity indicate the arts are a major economic sector and essential to the health of the local economy.

ARTS IN THE SAN FRANCISCO ECONOMY



1987

Such a role would represent a significant change in the mission and programming of the Arts Commission. This new mission does not imply that current Arts Commission programs should be discontinued, nor that it would override or interfere with established authorities of other Charter agencies whose primary function is to provide arts experiences. It would require, however, that current programs be evaluated within a broader context. The Arts Commission is presently in the process of developing a long term plan for the agency to meet the growing, changing needs of San Francisco.

That it is a challenge for the Arts Commission to carry out its current programs is significant to any proposal for adding new roles and responsibilities. The fact that specific commissioners are designated to represent performing arts and literature on the Arts Commission but there are no programs, staff or funds for these areas, raises expectations that cannot be met. The Arts Commission needs to increase its visibility in the community through broader communication to the public of its mandates, responsibilities, services and programs so that the City can play a more effective leadership role in the arts.



Public Sculpture in Father Alfred Boddekker Park
Artist: Anthony Smith

POLICY 1

Enhance the legal powers and broaden the responsibilities of the Arts Commission to better enable it to be responsive to the changing needs of the entire arts community.

Background

The City of San Francisco formed the San Francisco Arts Commission in 1932 for the purpose of effecting civic design review. Various responsibilities and new mandates have been added since then, such as the management of the City's art collection, support of the POPS Concerts series, Art in Public Places, and the Street Artists Licensing Program, but these charter and ordinance mandated programs remain the focus of the Arts commission by force of law. Since the Arts Commission was formed, the needs of and the circumstances of the arts and of the city have changed dramatically.

POLICY 2

Maintain arts policy coordination activities as a function of the Arts Commission within City government.

Background

In 1988, twenty-three departments or commissions within the government structure of the City and County of San Francisco had policies, programs, procedures, guidelines, or requirements directly related to the arts.

Strengthened relationships between the Arts Commission and other City departments that have an impact on the arts can lead to a coordinated approach to city issues and practices which affect the arts, and yield a clearer, more integrated, and ultimately more successful result.

POLICY 1

Encourage and promote opportunities for the arts and artists to contribute to the economic development of San Francisco.

Background

The arts are often a strong determinant in corporate deliberations regarding the location of headquarters and facilities. They also generate jobs in construction and design of new and renovated facilities and in installation, shipping, security, transportation and trucking and many other industries necessary to the production, performance, and exhibition of art.

POLICY 2

Continue to support and increase the promotion of the arts and arts activities throughout the City for the benefit of visitors, tourists, and residents.

Background

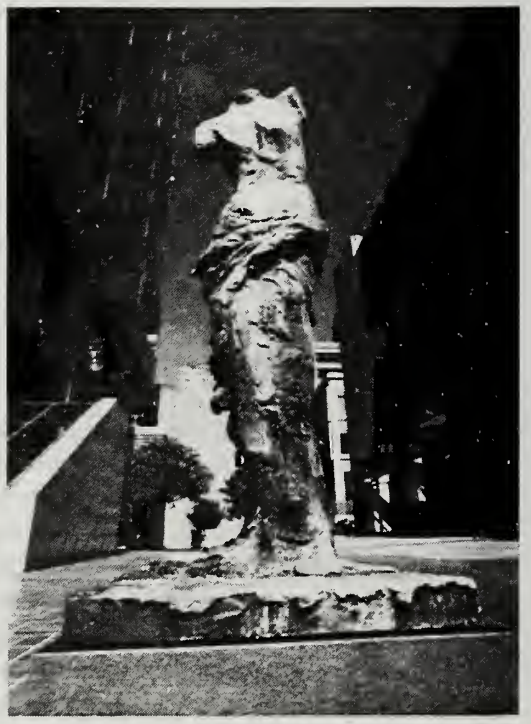
The arts and tourism are clearly related. Of the 5 million people who comprised the audience for San Francisco based performances in 1985, almost half were non-residents.

A comprehensive arts information service for visitors staying in hotels has been established. Such a service for residents and other visitors should also be considered. At present, there is no one place where all visitors and residents can obtain information about the arts, and where the wide array of cultural opportunities in San Francisco can be promoted. The arts information services should be located centrally and prominently, and could also take on functions such as a hot line and master calendar.

OBJECTIVE 3

MAINTAIN AND STRENGTHEN THE ARTS COMMISSION SO THAT IT CAN BETTER SERVE THE PUBLIC AND CITY GOVERNMENT THROUGH ARTS POLICY COORDINATION, PLANNING AND PROGRAMMING.

As the unit of government with the broadest mandate in the arts, it is most appropriate that the Arts Commission promote cultural policies and plans for consideration by other City departments and by the public. It is also appropriate that the Arts Commission's role should include increased services for the arts community, facilitating arts funding and funding opportunities and coordination among City departments which affect arts services and policies.



Public sculpture in Convention Plaza
Artist: Jim Dine

POLICY 3

Strive for the highest standards of design of public buildings and grounds and structures placed in the public right of way.

Background

Public buildings should set the standard for design quality in the City, not only because of their civic importance, but also because insistence on good design in private buildings is undermined if public design is mediocre.

Items placed in the public right of way, such as flower stands, bus shelters, newspaper racks, benches, light poles, also play an important role in creating a design image of the City. They should be designed with their visual quality, as well as their efficiency and ease of maintenance, in mind.

Many public projects are subject to design review by multiple city agencies. The Arts Commission reviews the design of buildings and structures on city property. The Department of City Planning reviews the same projects for conformity to the City's Master Plan, including the Urban Design Element and other design policies. The sponsoring department - in the case of a public building, or the Department of Public Works - in the case of public right of way, must also approve the design of a project. Each agency uses its own design standards in a separate and independent review, resulting in confusion and conflict.



Henry Moore sculpture in front of Davies Symphony Hall.



GOAL II. RECOGNIZE AND SUSTAIN THE DIVERSITY OF THE CULTURAL EXPRESSIONS OF ART IN SAN FRANCISCO

OBJECTIVE 1

INSURE REPRESENTATIVE PARTICIPATION OF THE CITY POPULATION IN ARTS DECISION-MAKING AND PROGRAMMING.

The arts in San Francisco are, by nature of its population, multicultural. They are the product of the diversity which has always characterized San Francisco. The arts also reflect expressions of the disabled, the gay and lesbian communities, the young, the old, the wealthy and the poor. It is the high quality of artistic product which emanates from the breadth and interplay of these diverse cultural expressions that makes the arts in San Francisco vibrant, experimental and provocative. Throughout this document, whenever the population of San Francisco is referenced, the definition of that population is meant to include all of these diverse elements.

POLICY 1

Actively recruit and include representative populations in City agencies and bodies which deal with arts (e.g., funding, promotion, programming, arts policy, selection of art or artists, facilities development and use).

Background

The intent of this policy is to insure representation from the many cultures, ages, sexual orientations and disabled populations which make up San Francisco in the formulation and implementation of arts policies and programs. In order for policies and programs to respect, reflect, and support the diverse expressions of San Francisco's peoples, this representation is essential.



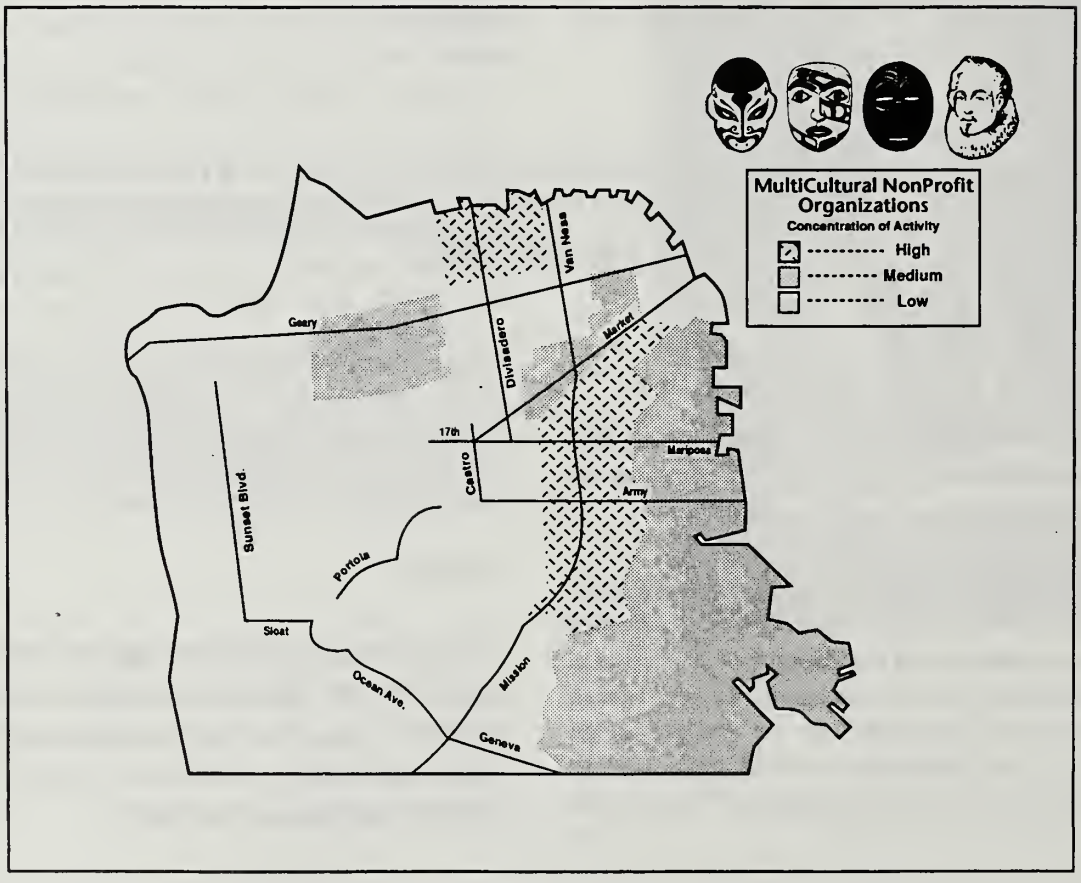
Art in education for diverse populations.

OBJECTIVE 2

SUPPORT ARTS AND CULTURAL PROGRAMS WHICH ADDRESS THE NEEDS OF DIVERSE POPULATIONS.

The diversity of population in San Francisco and the wide array of artists and arts organizations needs the support of programs which address diverse cultural needs.

The City of San Francisco has a history of support for a range of cultural programs and audiences. Notable ex-





Asian Art Museum educational programming.

amples are the support given by Grants for the Arts and the San Francisco Arts Commission. San Francisco arts organizations, many of whom are supported by the City, also sponsor a variety of programs designed to meet the needs of diverse populations.

The further identification of needs will enable the arts community and the City to better serve the broadest possible population.

POLICY 1

Identify and address the needs of arts programs and facilities for all segments of San Francisco.

Background

The City should, both within its own programs and within the arts programs and organizations it supports, commit to insuring access to the arts for all citizens of the city. The City should continue and expand its efforts to support, through its capital improvements funds, the elimination of physical barriers as they pertain to the arts through the variety of city agencies. The City should continue to support free and low cost arts events, with particular attention paid to neighborhood arts. Information about policies, programs, events, and other resources should, whenever possible, be presented in such a way so that it is accessible to non-English speaking populations, the deaf and the blind. The commitment to access includes provision of:

- Adequate public transportation, parking and safety;
- Informational services to accommodate non-English speaking populations, the visually and hearing impaired; and
- Economic programs, such as subsidized ticket or transportation costs.

POLICY 2

Provide accessible arts information resources to non-English speaking as well as visually and hearing impaired populations.

POLICY 3

Continue to increase City support for organizations and developing institutions which reflect the diverse cultural traditions of the San Francisco population.

Background

To become an institution implies a certain degree of artistic and administrative stability, of public recognition, and of the development of loyal audiences and supporters. Through traditional funding patterns, development and maintenance of facilities, and political support, the City of San Francisco has historically supported a number of arts organizations in such a manner and at



Public schools art in education programs work to meet the needs of a diverse student population.

such a time as to assist them in acquiring and maintaining the status of prominent institution. Grants for the Arts, through the Multicultural Arts Initiative, has begun to identify and support these arts groups. Lack of financial resources, inadequate facilities, and, in some cases, definitions and perceptions of art and culture which deny serious recognition by some potential audiences and supporters have prevented arts organizations reflecting the local cultural diversity from becoming institutions. Stability, recognition, and support are critical if culturally diverse organizations are to continue to enrich the entire city as well as give support to their own diverse cultural traditions.

OBJECTIVE 3

PROMOTE ARTS EDUCATION PROGRAMS THAT REFLECT THE CULTURAL DIVERSITY OF SAN FRANCISCO.

POLICY 1

Encourage arts education offerings in the community and the schools to include art and artists from many cultures.

Background

It is imperative that students learn about the artistic heritages of the multiplicity of cultures represented by its citizens. Artists who have a living personal relationship with these artistic heritages ideally are the most appropriate teachers of their own art forms.

With diverse program offerings, the City will continue to serve the educational needs of its citizens as well as contribute to the development of new audiences.

GOAl III. RECOGNIZE AND SUPPORT INDIVIDUAL ARTISTS AND ARTS ORGANIZATIONS, A COMBINATION THAT IS VITAL TO A THRIVING ARTS ENVIRONMENT

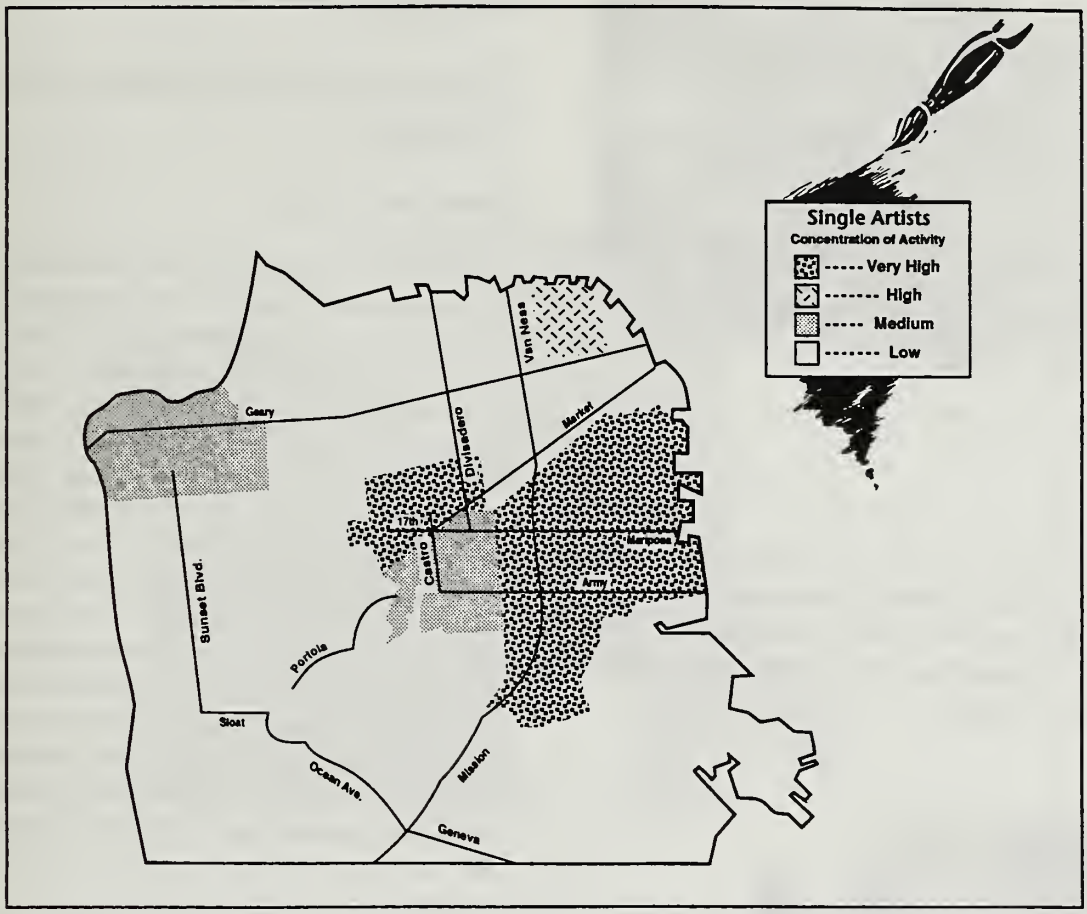
OBJECTIVE 1

ENHANCE THE CONTRIBUTION OF ARTISTS TO THE CREATIVE LIFE AND VITALITY OF SAN FRANCISCO

The foundation of the arts is the individual, producing artist. It is the contribution of the artist, whether individually or as a member of an ensemble, that is the single most important element in the cultural environment of a community. The quality of artistic expression, the availability of opportunities for artists to produce, to exhibit, or to perform their work, and the engagement of others as patrons of artists' expressions, all determine whether or not artists can thrive in the community.



Dancer John Henry at James Lick Middle School.



In San Francisco a large artist population contributes significantly to the cultural environment and economy of the city.

The centrality of artists to any discussion of the arts provides the basis for many of the Goals, Objectives, and Policies in this plan.

POLICY 1

Develop funding sources for individual artists.

Background

At present, the City of San Francisco does not provide any direct City funding to individual artists. Some funding is available in the form of commissions for the creation of art works under the various public art programs, and through funding arts organizations which pay artists salaries or fees. Those artists whose media are not appropriate to current public art programs or who do not work in an organizational setting are ineligible for City funding.

POLICY 2

Encourage City-funded arts programs and organizations to establish policies for payment to professional artists.

Background

Many people and organizations do not hesitate to ask artists to work gratis in exchange for the opportunity to be acknowledged. That practice diminishes the value of the arts and undermines artists' abilities to be self-supporting. An example set by the City in compensating artists would encourage the legitimization of artists and art, and the City should actively promote and advocate for payment of professional artists throughout the community.



Artist Live/work space.

Many public funding bodies, such as the California Arts Council and the National Endowment for the Arts, require that applicant organizations have a policy of payment to professional artists which meets acceptable minimum standards.



Sixth and Folsom Streets Recreational Center.
Artist: Martha Heavenston

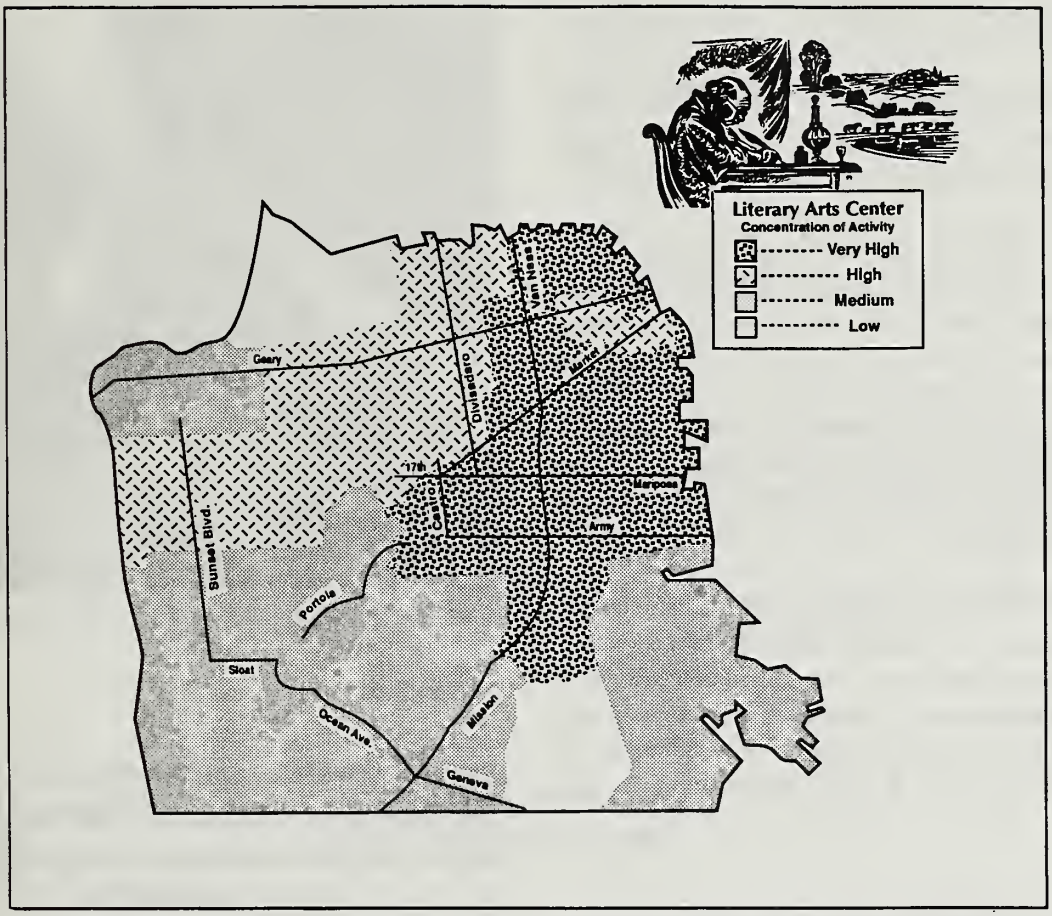
POLICY 3

Protect and assist in the creation of artists' live/work spaces

Background

San Francisco's live/work legislation has paved the way for development of combined living and working spaces for artists. The actual development of those spaces, however, is complex, time-consuming, and expensive. The ArtHouse project of the San Francisco Arts Commission and California Lawyers for the Arts was conceived as a clearinghouse for live/work listings, information, technical assistance and advocacy. ArtHouse also assists in developing new spaces. The program receives no City funding outside of in-kind services form the Arts Commission (office space, telephone) and is supported by the California Arts Council and private foundations. Similar efforts in other cities tend to fall under community development definition and receive Community Development Block Grant funding. In most other cities with live/work programs, those spaces are considered to be "affordable housing" and are therefore eligible for federal and/or state funding.

To protect and create artists' live/work spaces, City resources should be allocated to support the formal efforts to develop affordable live/work space. The City should remain committed to the development of live/work units by urging the inclusion of live/work spaces in planned developments.



POLICY 4

Include the literary and media arts in any and all definitions of art and artists

Background

The City of San Francisco has a tradition of supporting the visual and performing arts but has offered no formal recognition or support of the literary arts. Inasmuch as the creation of literature, poetry, play writing, and other forms based on the printed word are as legitimately considered to be "art" as are the visual and performing arts, the City should include the literary arts in its definitions of art and artists and in its arts programs.

POLICY 5

Include the participation of artists in City capital improvements and public works projects which do not fall under current Percent for Art programs.

Background

Artists are innovators. They approach situations in an unconventional manner and arrive at solutions which are often creative and economical. The artists should be considered essential parts of a collaborative process when the City undertakes many capital improvement and public works projects which, when approached conventionally, yield conventional solutions. Signage, street furniture, manhole covers, and lighting fixtures are among the kinds of public works projects in which artists could contribute their unique vision.

OBJECTIVE 2

STRENGTHEN THE CONTRIBUTION OF ARTS ORGANIZATIONS TO THE CREATIVE LIFE AND VITALITY OF SAN FRANCISCO.

Arts organizations provide the framework by which the work of artists is made accessible to the public. They are not only the presenters of this work but the conservators of the diverse cultural heritages and traditions of our civilization. They support artists by direct employment and through education, advocacy and technical assistance. The economic stability of arts organizations has a direct bearing on whether or not artists can create and present their work.

The needs of arts organizations are addressed throughout this plan in terms of facilities improvements, resource-sharing among organizations, promotional activities and specific funding needs. The most pressing need expressed is for a stable funding base at all levels of development.



Steinhart Aquarium provides many educational opportunities



POLICY 1

Support a stable funding base for small, medium and large arts organizations and develop new funding sources to enable arts organizations of all sizes to respond to demand for services.

Background

Various avenues of government funding and the need for creating new sources are discussed in detail under Goal V, "Increase Funding Support for the Arts in San Francisco."

POLICY 2

Assist in the improvement of arts organizations' facilities and access in order to enhance the quality and quantity of arts offerings.

Background

Many city-owned arts facilities in San Francisco require extensive capital improvements if they are to continue to perform the functions for which they were constructed or purchased. The neighborhood cultural centers and the outdoor arts spaces under the jurisdiction of Recreation and Parks are primary examples. The level of funding needed requires exploration of new sources of revenue.

POLICY 3

Recognize that arts organizations are representative of the City's diversity, creativity and vitality.

Background

The arts organizations of San Francisco are an integral part of the art infrastructure of the City. They provide the ground upon which the arts and the community meet, offering opportunities for enrichment, education, communication and participation. These organizations, numbering in the hundreds, produce, present, exhibit and preserve the expressions and work of a myriad of diverse cultures. Their artistic missions range from the traditional to the avant garde, serving citizens of all ages and backgrounds. The wealth of cultural opportunity and expression evident in San Francisco's arts organizations is one of the City's greatest treasures.

POLICY 4

Strengthen the leadership, personnel, governance and structure of arts organizations.

Background

The challenge of surviving and thriving through economic, social and artistic uncertainties demands that arts organizations have strong leadership and sound structures. Arts organizations need access to those resources which encourage and allow them to address those internal management issues which affect their ability to fulfill their artistic missions.



GOAL IV. INCREASE OPPORTUNITIES FOR QUALITY ARTS EDUCATION

OBJECTIVE 1

ADVOCATE AND ASSIST IN PROVIDING ARTS EDUCATION PROGRAMMING AT ALL LEVELS

The need for education in the arts is not confined to school children but is critical at all levels of human development from childhood through old age, from vocational pursuits to paraprofessional and professional training. Through knowledge of and participation in the arts, there is an understanding of the world in which we live and the opportunity to develop tools to deal with that world. The arts speak to the genesis and manifestation of attitudes, beliefs, and behaviors throughout the world and provide new means of communication. Education in the arts promotes a recognition of the beauty and creativity around us and shows us our potential to contribute to that beauty.



Arts education in all disciplines can build understanding of our common needs.



Docent working with children at the Academy of Sciences.

In addition to programs in the schools, arts education also takes place in many other settings. These include programs sponsored by the City's Recreation and Park Department, by arts organizations such as the Museum of Modern Art and the deYoung Museum, by the Neighborhood Cultural Centers, and by community arts and social service agencies.

POLICY 1

Advocate for arts education opportunities for all residents of San Francisco.

Background

Despite the wealth of documentation which clearly articulates the value of teaching the arts for their own sake as well as the benefits of arts literacy to other academic skills and pursuits, arts education remains on the periphery of education, a low priority in a constant state of flux.

The need for arts education is not limited to school children. Opportunities for arts education must also be stressed at the college and university level, for adults, and in paraprofessional training. In-service and continuing education programs for arts educators are also essential. Existing programs need to be supported and expanded.

POLICY 2

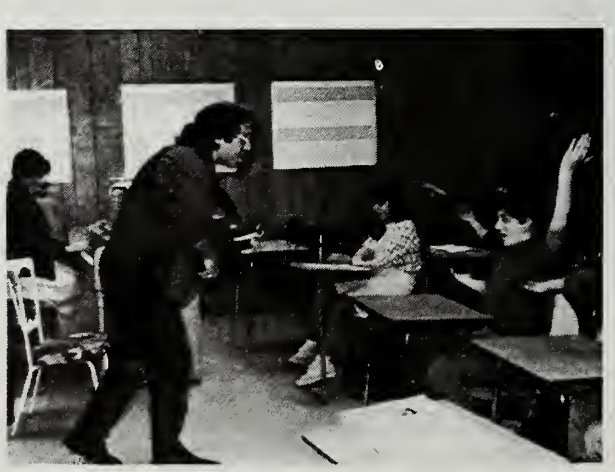
Strengthen collaborations among artists, arts organizations, and teachers, school administrators, and others responsible for arts curricula.

Background

Collaboration among artists and arts organizations and teachers and school administrators promotes the development of programs which maximize the resources of both the arts community and the schools. Those collaborations can lead to innovative approaches to arts programming which also meet the needs of the school district. Further, collaboration among artists and arts organizations who provide arts education programs can also yield fresh approaches to arts education through multi-disciplinary or other programs, with a potential for shared costs.

OBJECTIVE 2

RECOGNIZE IN ARTS EDUCATION PROGRAMS THAT A PARTNERSHIP AMONG ARTISTS, TEACHERS, AND ARTS ORGANIZATIONS IS ESSENTIAL TO CREATE AND MAINTAIN QUALITY ARTS EDUCATION PROGRAMMING.



Artist Dan Goldensohn working in the public school system.

In order to promote an understanding of the arts which encompasses both the historical and contemporary products of artistic expression as well as allowing the student the opportunity to exercise and refine personal creativity, a partnership among artists, teachers, and arts organization is essential. Without that partnership, education in the arts is one-dimensional.

POLICY 1

Support and increase the participation of artists in San Francisco's arts education programs.

Background

Artists are one of San Francisco's greatest resources. Artists of all disciplines have provided countless hours of training, of education, and of joy to San Francisco's residents through a wide variety of arts education programs. The intent of this policy is to insure the continued and increased participation of performing, visual, and literary artists in arts education programs at all levels and in all institutions in order to provide San Francisco residents with the opportunity to participate knowledgeably in the arts as performers and artists and as audiences and consumers.

POLICY 2

Support the efforts and dedication of arts teachers who have developed and maintained outstanding programs in the schools.



GOAL V. INCREASE FUNDING SUPPORT FOR THE ARTS IN SAN FRANCISCO

OBJECTIVE 1

INSURE THAT CITY FUNDING SUPPORTS THE DELIVERY OF SERVICES TO THE BROADEST POSSIBLE SPECTRUM OF THE COMMUNITY

The City of San Francisco currently supports a variety of arts organizations and activities with City funds derived from a number of sources, including but not limited to line item budget allocations, special Arts Commission programs, and the Grants for the Arts Program.

Through Grants for the Arts, San Francisco's museums, theatres, dance companies and music ensembles receive funding on an annual basis. In addition, Grants for the Arts also funds, within guidelines, nonrecurring parades; celebrations and street fairs; building purchases, renovations, relocations, and feasibility studies through the Arts Spaces Initiative; capital improvements, facilities maintenance and equipment acquisition through the Volunteer Arts Contribution Fund; and the San Francisco Ethnic Dance Festival.

POLICY 1

Provide the greatest possible public input into considerations regarding arts funding.

Background

A publicly accountable process for the allocation of public funds is sound government practice. To the greatest extent possible, all allocations of public money supporting the arts and arts organizations should provide clear review criteria, public input and an appeals process.

POLICY 2

Assist in the development of new funding sources for arts organizations which have traditionally not received City funding.



Performing Arts Garage in the Civic Center
Artist: Joan Brown

Background

At present, various arts organizations are not eligible for direct City funding. These include arts service organizations and arts education and training groups. Current policies should be examined to determine if interpretations can be broadened or guidelines changed to include these segments of the arts community.

OBJECTIVE 2

SECURE NEW SOURCES OF REVENUE FOR THE ARTS.

It has long been acknowledged that the non-profit arts cannot be entirely self-supporting. The earned income generated through ticket and admission sales or by sales of work rarely equals the costs to the artist or arts organization who produced the work, performance, exhibition, or activity. To fill the gap between earned income and income needed to survive and to grow, the arts must look to other sources. Even when successful, few artists or arts organizations are able to escape financial concerns brought on by changing economies, shifts in social priorities, and government cutbacks. The lack of financial resources and financial stability is a constant and debilitating concern for the arts.

The challenge is to develop new sources of funding and to strengthen existing sources of support for the arts. The potential for expanded local government support is being examined throughout the country, as municipalities look for ways of securing funds for the arts in new, non-traditional ways. Fees, levies, and fees for services are being re-examined. The private sector is the other area of potential. The key word in private sector fund raising is partnership, with a new understanding of the mutual benefits the arts and commerce bring each other. That potential is just beginning to be explored.

POLICY 1

Establish a coordinated, flexible city-wide percent for art program.

Background

At present, developments in designated areas support the arts in San Francisco through participation in the Percent for Art programs of the Arts Commission, the Redevelopment Agency and the Department of City Planning.

There is potential revenue to be derived if land development support of the arts was expanded to include projects of a certain size and type in all areas of the city. New funding could also be developed if the definition of appropriate uses of those funds was broadened.

A flexible program - at the discretion of the developer - could open new opportunities for revenue which could be used in support of cultural pursuits and organizations that have traditionally not received city funding, to augment current funding priorities, and to open new vistas for city-funded arts activity and programming. Those funds should be designed in such a way as to allow flexibility for participation, with limits and ceilings established.



Skygate on the Embarcadero near Pier 35.
Artist: Roger Barr

POLICY 2

Determine the means of providing in-kind resources and services to the arts.

Background

The most common and readily identifiable form of support for the arts by local government is direct funding of arts organizations and arts events through granting or other allocation procedures. Those funds are applied on the income side of the arts organization's ledger, and are used to cover costs of services, programs, and operations.

Local government can have an impact on the expense side of the ledger as well. Through provision of resources and services, for which the arts normally must pay, or through elimination or reduction of costs imposed by the City on individuals or organizations associated with the production of art, local government can also support the arts.

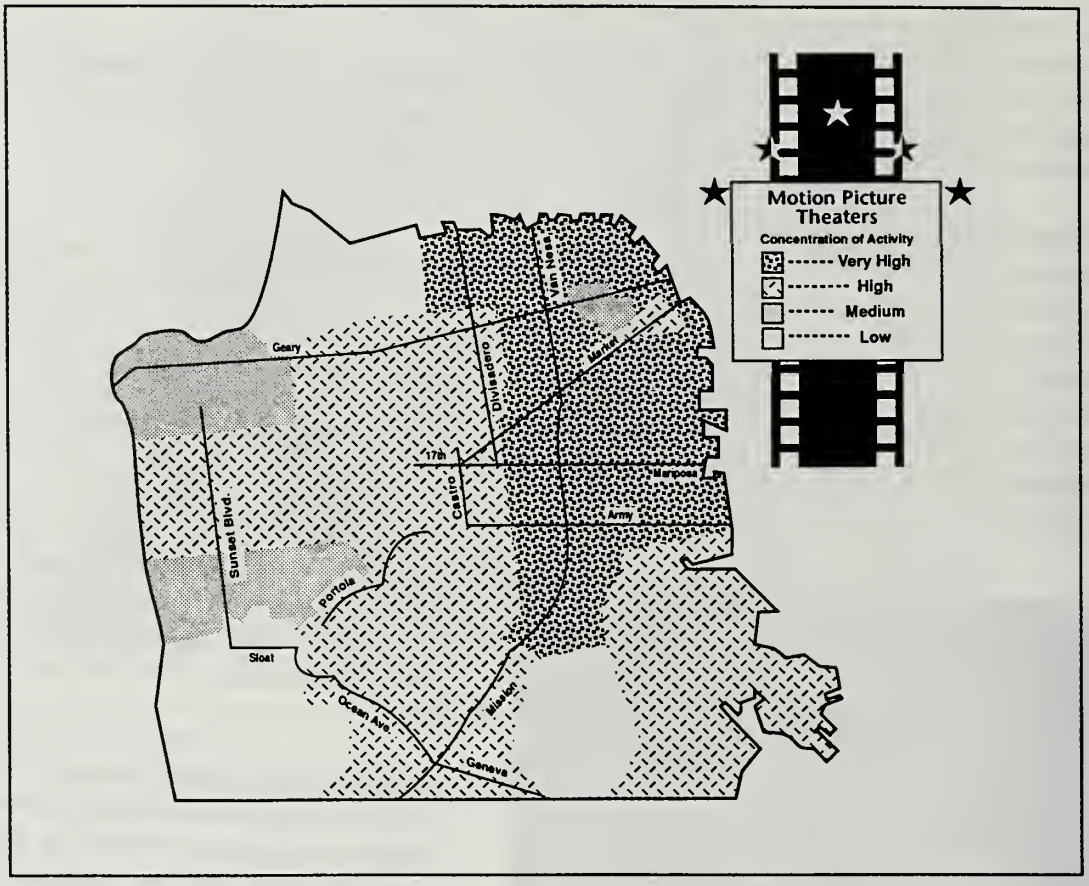
The City has access to many resources, both tangible and in the form of services. Many of these resources would represent significant cost savings to the arts if made available to artists and arts organizations. Those resources include equipment, materials, security, and space. Where possible, those resources should be made available to the arts on a free or low-cost basis.

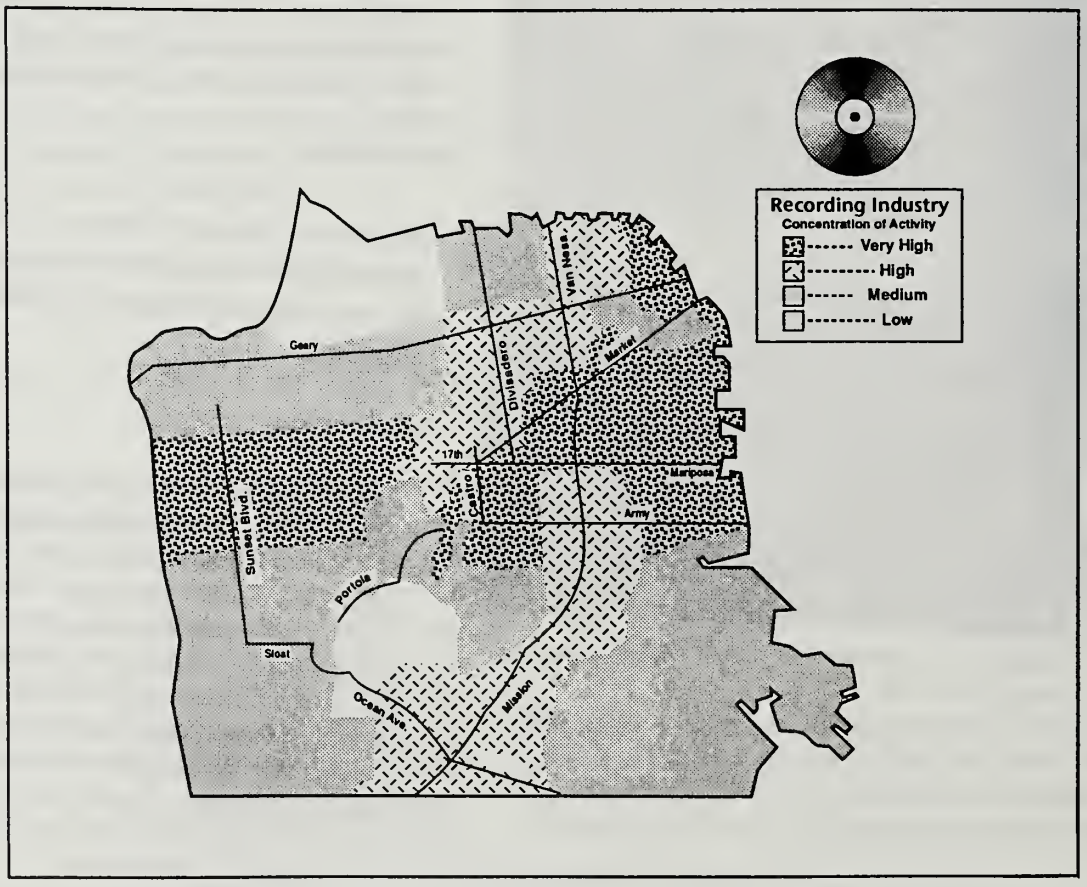
POLICY 3

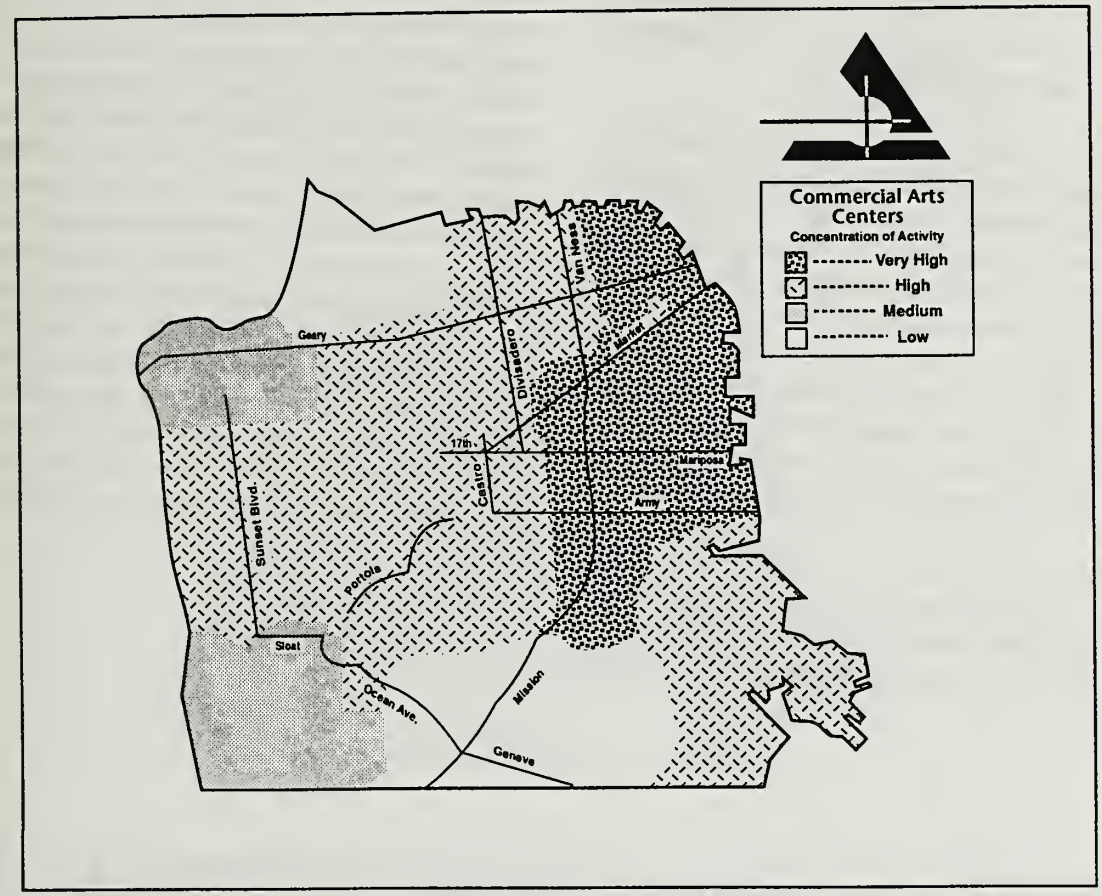
Reduce or eliminate, whenever possible, City-imposed costs associated with producing the arts by non-profit organizations and educational institutions.

Background

The City imposes a variety of costs on individuals or organizations involved in the production of art. Those costs include business licenses and permits, personal property taxes, costs associated with complying with insurance requirements, rents paid for usage of City facilities, among others. Some of these costs are large, such as some associated with code compliance, and others are modest. Some cost relief procedures are cumbersome. Wherever possible, these costs should be reduced or eliminated.


Motion Picture Theaters
Concentration of Activity
Very High
High
Medium
Low
Geary
Van Ness
Divisadero
Market
17th
Castro
Mariposa
Army
Sunset Blvd.
Portola
Sloat
Ocean Ave.
Mission
Geneva


Recording Industry
Concentration of Activity
Very High
High
Medium
Low
Geary
Van Ness
Divisadero
Market
17th
Castro
Mariposa
Army
Sunset Blvd.
Portola
Sloat
Ocean Ave.
Mission



OBJECTIVE 3

DEVELOP AND EXPAND ONGOING PARTNERSHIPS WITH THE PRIVATE SECTOR IN SUPPORT OF THE ARTS.

One of the shifts in arts funding in the past decade has been the increasing emphasis on support in the form of partnerships between the corporate sector and the arts. This shift in perception and practice has occurred because of the growing recognition of the economic and social relationship between the arts in a community and the business sector. Audiences for the arts are often the markets businesses are trying to reach. They provide geographic focus, which supports area commercial and retail establishments.

Increasingly the private sector has adopted the stance similar to that articulated in "Creative Partnerships" by Neil E. Harlan, Chairman and Chief Executive Officer of the McKesson Corporation: "Support of the arts makes good business sense, because it builds prestige for the corporation and makes the community a vibrant place in which to live and work."

POLICY 1

Develop partnerships with the private sector and the business community to encourage monetary and non-monetary support of the arts, as well as sponsorships of arts organizations and events.

Background

The trend toward partnerships between the arts and business has provided the arts with some new resources with which to support programs and operations. Those resources are in the form of funding as well as through goods and services.

The City can assist the arts in forging new links with the corporate world. Through the Mayor's Office of Business and Economic Development and the Small Business Commission, the City can promote partnerships between the arts and businesses. The San Francisco Economic Development Corporation can play a role as well. Artists and arts organizations should continue to be included in the City's good will and economic development mis-

sions to promote San Francisco's arts and culture to businesses considering moving to the city and help the arts to build new relationships.

Through the Chamber of Commerce and other trade associations, much can be done to promote support for the arts. The Business Volunteers for the Arts program of San Francisco's Chamber of Commerce is a major example of a successful collaboration. The Business Volunteers for the Arts and the Chamber of Commerce, with funding from corporations and foundations, have initiated a pilot project to develop an arts "wish list." Wish lists, publications which list very specific non-monetary and monetary needs of non- profit organizations, have been successful in a number of cities.

Organizations with a particular ethnic and/or cultural focus and those which serve audiences that consist predominantly of a particular ethnicity and race (including those that serve people with disabilities, children and youth, seniors and lesbian and gay people) have been more successful in obtaining support from the public sector than from the private sector. Lacking contacts or internal resources to develop a comprehensive fund raising approach to corporations, many multicultural organizations remain frustrated in their attempts to broaden their funding base. At the same time, most corporations lack an understanding of multicultural arts and arts organizations. A partnership should be developed which challenges corporations to match city monies for multicultural programming. That the population of San Francisco, and therefore the markets and work forces of San Francisco's corporations, is multicultural suggests that funding the diversity of art forms rather than only European-American art forms would be a stronger statement of community support by local corporations.



GOAL VI. ENHANCE, DEVELOP, AND PROTECT THE PHYSICAL ENVIRONMENT OF THE ARTS IN SAN FRANCISCO

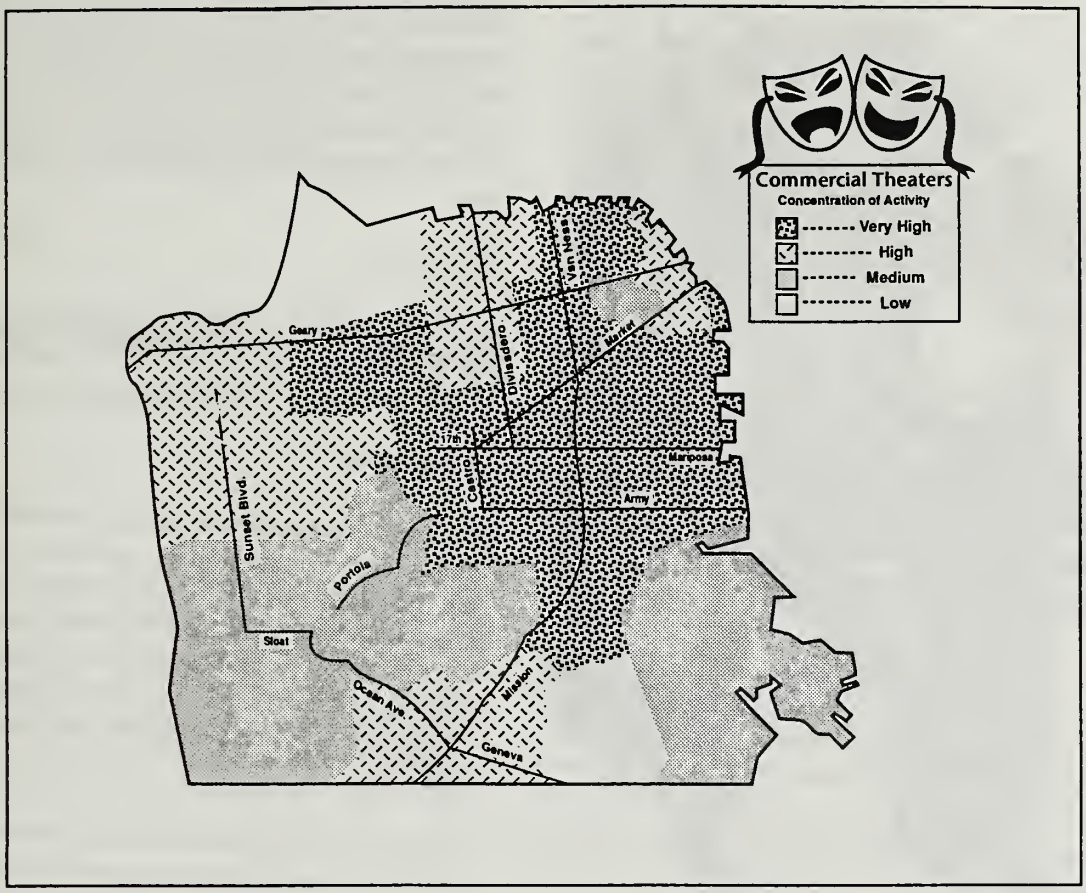
OBJECTIVE 1

SUPPORT THE CONTINUED DEVELOPMENT AND PRESERVATION OF ARTISTS' AND ARTS ORGANIZATIONS' SPACES

The ability of arts organizations and artists to thrive in a city requires sufficient, appropriate, and affordable facilities in which to produce, perform, or exhibit their work. The kinds of facilities required are many and varied - studios, rehearsal halls, theaters and concert halls of various sizes and configurations, spaces suitable for the particular needs of dance rehearsal and performance, exhibition spaces and galleries, live/work facilities, multipurpose centers, classroom spaces, administrative spaces, and art archives, among others.

Even with the addition of some notable new facilities in the past 15 years the supply does not meet the demand. There remains a persistent and pressing need for the retention and further development of affordable arts facilities.

A more directed program of facility maintenance, creative use of non-arts city facilities and public and private facilities partnerships will yield not only a more stable arts community but a more economically sound and artistically rich environment.



POLICY 1

Review, revise and coordinate city permit policies and codes to better meet the needs of the arts.

Background

Artists spaces, like all structures, are subject to City Building and Safety codes. With the notable exception of live/work spaces, the arts are generally not called out as specific uses in city Building and Safety codes. A formal review of building and safety codes as they affect the arts should be undertaken with the intent of determining whether the current use definitions and subsequent codes are sufficient to address the specific needs of the arts. Arts facilities and activities must often "fit" into a classification which is not wholly appropriate, and are then required to apply for permits of exception in order to comply with regulations. The permit process can be onerous and time consuming for artists and arts organizations, especially recognizing the complexity of the code compliance process.

POLICY 2

Support and expand programs directed at enabling arts organizations and artists to comply with City building and safety codes and to rehabilitate arts spaces.

Background

The City of San Francisco currently makes funds available to arts organizations and artists for code compliance purposes through a grants program administered through Grants for the Arts and through the Non-Profit Performing Arts Loan Program, administered by the Mayor's Office of Housing. Under specific conditions, funds are available to arts organizations for rehabilitation and renovation of arts facilities through Grants for the Arts and the Mayor's Office of Community Development. Loans for these same purposes are administered by the Mayor's Office of Housing. The City should continue to support and expand these programs to meet increasing needs.



A Lowell High School drama class.

POLICY 3

Increase the use of City owned neighborhood facilities for the arts.

Background

In 1976, following the City's decision to create ten neighborhood arts centers, the Department of Real Estate transferred the renovated Bayview Opera House to the Arts Commission for programmatic use. Also since 1976, the Arts Commission has purchased and renovated three buildings for use as cultural centers: the Mission Cultural Center, the South of Market Cultural Center, and the Western Addition Cultural Center. A fifth space is shared with the Chinese Culture Foundation at the Holiday Inn for a Chinatown neighborhood arts program.

Through its Neighborhood Arts Program, the Arts Commission has remained committed to supporting the neighborhood cultural centers. Resources should be developed to support these and future centers if they are to continue to serve their neighborhoods, the arts, and the city at large.

POLICY 4

Preserve existing performing spaces in San Francisco.

Background

From both the perspectives of preservation of cultural history and the current need for performance facilities in San Francisco, existing performing spaces should be preserved. Many old theaters have been destroyed over the years and have not been replaced. As one of many examples, the Fox Theatre was destroyed when the Fox Plaza was developed and no new theatre was built to take its place.

Outdoor performing spaces are vital elements within the city's mix of arts facilities and provide the residents of and visitors to San Francisco with the opportunity to enjoy both the natural beauty of the city and the arts. They also promote the use of San Francisco's public parks and public spaces. Maintaining existing outdoor facilities, such as Stern Grove and the Bandshell, will enhance their usefulness and attractiveness to the city. Those facilities, and others, are important to the continuing ability of San Francisco to offer its community a broad diversity of cultural offerings. New outdoor arts spaces should also be encouraged through private and public developments.

POLICY 5

Develop and maintain a mid-sized downtown performing arts facility available to community-based, culturally diverse arts groups easily accessible to visitors.

Background

Many arts organizations do not have access to "downtown" audiences and arts facilities. Community arts

groups would gain access to visitor/tourist audiences in a downtown facility, since those audiences often do not venture into outlying neighborhoods. The neighborhoods themselves are not always designed to handle the increased congestion and parking demands resulting from popular theatrical/dance performances.

POLICY 6

Insure the active participation of artists and arts organizations in the planning and use of de-commissioned military facilities in San Francisco.

Background

Military facilities at the Presidio and Hunters Point Shipyard have been considered for de-commissioning. Up to 50% of Hunters Point Shipyard is to be leased to the City by November, 1991. The Presidio contains many structures which are suitable for use by artists and arts organizations who would bring new vitality and character, as well as economic benefits through tourism to the Presidio.

Portions of Hunters Point Shipyard are currently used for artists studio space and small businesses. The continued and expanded use of these facilities for the arts should be considered in future plans for the shipyard.
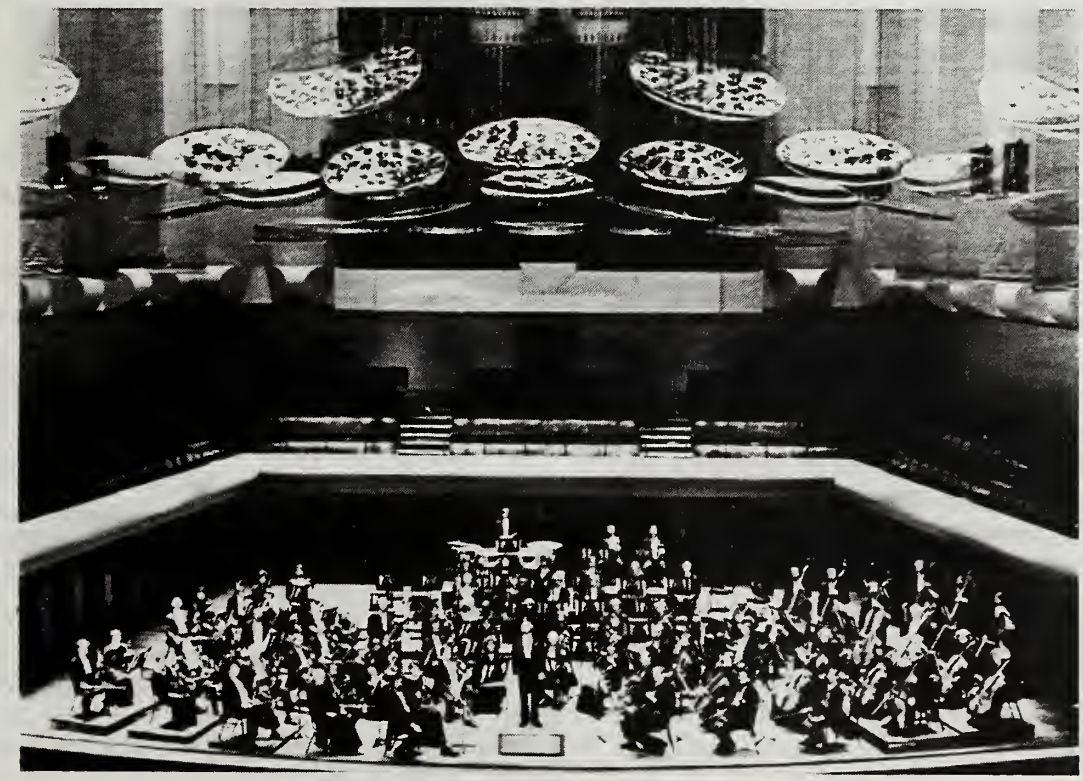
Two national models for the successful adaptation of military properties for use as artists spaces are Fort Mason Art Center in San Francisco and the Headlands Art Center at Fort Barry in Marin County.

POLICY 7

Encourage the use of available and existing facilities under local government jurisdiction by artists and arts organizations.

Background

Agencies that have major construction programs, such as the Port of San Francisco, the Redevelopment Agency and the Airport, participate in the public percent for art program but do not necessarily have policies relative to the use of their facilities for arts purposes. The Redevelopment Agency's project, Yerba Buena Gardens, is a



Interior of Davies Symphony Hall



Garden at San Francisco City and County Jail, San Bruno, created to fulfill public art requirement. Artist: Ned Kahn

notable exception. These agencies are also governed by state and federal statutes and are somewhat restricted in setting forth policies that don't relate to their government mandates. Arts uses aren't automatically excluded under these jurisdictions; however, innovative ways to extend the parameters of use can often be found.

POLICY 8

Include arts spaces in new public construction when appropriate.

Background

As public buildings are constructed or renovated, their potential for use as arts spaces should be a primary consideration. Arts use should be viewed broadly, and include consideration of performances, live/work, exhibition, rehearsal, meeting, administrative, and classroom spaces, in spaces not normally thought of as arts spaces.

The inclusion of artists spaces in new construction does not necessarily mean increased expense, but often is simply a different viewing of construction options, especially if conceived of in the initial planning for the building. To create space which is suitable for arts use could be as simple as modifying the plans for an existing plaza so that it can be used as a performance space, or including gallery lighting in a lobby area so that it becomes an exhibition space.

POLICY 9

Create opportunities for private developers to include arts spaces in private developments citywide.

Background

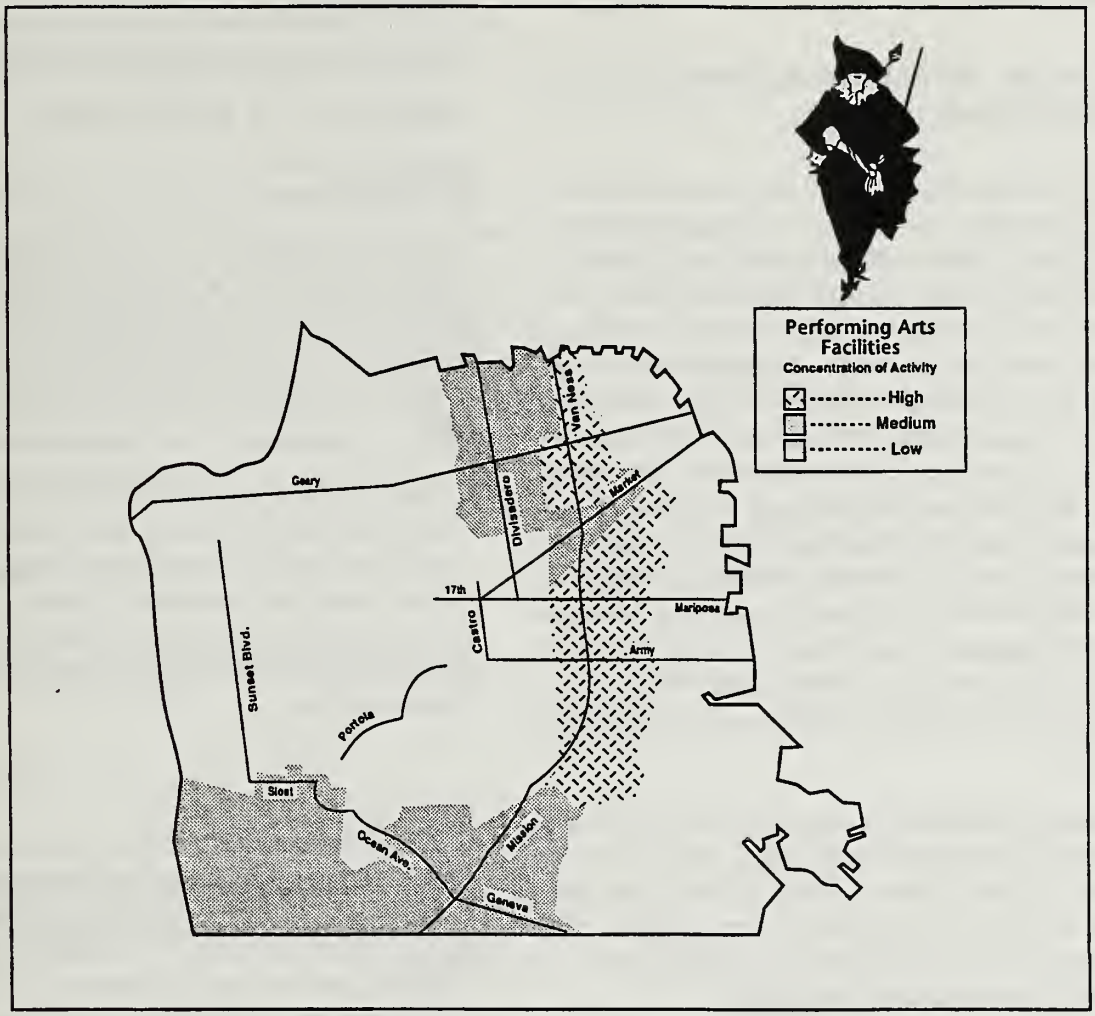
The City should take the lead in creating new incentives to promote the inclusion of arts facilities in private development, such as the following: adjustments to floor area ratios if nonprofit arts spaces are included in the development; taxes deferred or accrued; special financial mechanisms developed; or code or zoning variances given in exchange for including "cultural amenities" in land development projects.

POLICY 10

Assist artists and arts organizations in attaining ownership or long-term control of arts spaces.

Background

Artists are displaced for two primary reasons: the economics of the neighborhood or community have changed and they are unable to continue to afford to live or work there, or the actual spaces in which they live and/or work are destroyed, altered, or incorporated because of new development. Artists and arts organizations must be protected from displacement to avoid a recurrence of the exodus of artists from North Beach, for example. Displacement could be controlled if artists and arts organizations own or possess long-term leases on their facilities.



POLICY 11

Identify, recognize, and support existing arts clusters and, wherever possible, encourage the development of clusters of arts facilities and arts related businesses throughout the city.

Background

The tendency of cultural activities to cluster together is born out of the energy and excitement that is generated when there is more than one activity taking place in a limited area. As discussed in the 1987 "Facilities and Programs for the Non-Profit Arts in San Francisco," theatre, music and visual arts audiences grow when there is the opportunity for exposure to various cultures, especially when those opportunities take place in geographic clusters. The Performing Arts Center and Fort Mason Center are good examples of tight clusters and the Mission/Potrero district is a good example of a more general cluster.

In addition to the value to audiences, cluster arts development can spur creative collaboration among arts organizations and artists, resulting in provocative artistic products as well as cost savings through shared facilities and/or shared administrative functions.

Further, cluster development has an economic development value. Arts-related businesses and commercial, retail, and hospitality establishments, finding a ready market for their goods and services, often locate and prosper in arts cluster developments.

OBJECTIVE 2

INCREASE OPPORTUNITIES FOR PUBLIC ART THROUGHOUT THE CITY.

There is no one universally held definition of public art. It is a term which carries many meanings, implications, assumptions, all of which are filtered through the experience and eye of the beholder. What can be said is that public art has undergone radical changes in the past twenty years, and that today's interpretation is broader, more fluid, and continuing to evolve. Public art enhances a city's visual aesthetic, provides citizens with the opportunity to experience creative expressions and beauty; provides cities and neighborhoods with identity and focus; provokes and promotes community dialogue; brings economic benefits in the form of tourism; provides jobs for artists, fabricators, shippers, suppliers; and changes attitudes about places and visual environment. Public art is no longer just the monument in the plaza, but is a complex process which involves and invigorates the viewer.

Traditional definitions of public art have also grown to include permanent art forms such as frescoes and tile murals as well as temporary installations. New directions in public art demand the encouragement of a diversity of art forms, so that art in public places truly represents all segments of the public.

San Francisco has long been a supporter and innovator in the public art field. There are four public art programs in the City of San Francisco, the Art in Public Places program administered by the Arts Commission, the Percent for Art programs of the Planning Commission and Redevelopment Agency, and the public art program of the Airports Commission. Those programs function independently, each responsible for a specific jurisdiction - the Arts Commission to projects on or adjacent to the site of public construction including the Airport; the Airports Commission program which deals solely with rotating exhibitions on the airport premises; the Redevelopment Agency, to art in major private development in redevelopment areas; and the Planning Department, whose public art program is restricted to the downtown area.

POLICY 1

Develop a public art plan and requisite ordinance for the City of San Francisco.

Background

Changing the guidelines of the current Art in Public Places program is best accomplished within the context of a public art plan. A public art plan for the City of San Francisco would articulate the city-wide vision for public art and provide guidance to the various public art programs.

A public art plan would not affect the autonomy of existing programs, but would rather enable each program to draw guidance from policy statements regarding, for example, the desired mix of media, or whether or how many projects should be undertaken by Bay Area artists. The plan might indicate opportunities for collaborative projects.

POLICY 2

Protect, maintain and preserve existing art work in the City Collection and art required by ordinance.

Background

Through the San Francisco Art Commission's Art in Public Places Program and through purchases and donations of art to the City over many generations, the City of San Francisco has acquired a sizable and prestigious collection of art works. This collection, distinguished from the world renowned collections under the jurisdiction of the City's art museums, is under the purview of the Arts Commission.

In addition to the acquisitions made through the Art in Public Places program, the Arts Commission is also responsible for the many historical monuments throughout the city. Further, the Arts Commission is concerned with those artworks which are part of a landmark or other structure, such as the murals in Coit Tower (Telegraph

Hill), the Mothers Building (Zoological Gardens), and the Beach Chalet (Golden Gate Park murals). Adequate funding must be provided to maintain and preserve these artworks.

There are also "public" art works in the city which do not fall under the City's purview, but which because of their location and/or history, are integral elements of the City's character and visual scenery. Many of those artworks are owned privately. These include art required by the San Francisco Percent for Art ordinances. The City should actively work with property owners to assist them in working with artists and the community to preserve these artworks and in complying with California statutes regarding destruction or moving of artwork.

POLICY 3

Publish and periodically update public art catalogs.

Background

Documentation of San Francisco's many public art works and projects is critical to the enjoyment and recognition of those works by residents and visitors. Adequate funding must be provided to insure that the city not only acquires art, but, through updated catalogs, promotes its existence and educates the public about this valuable City resource.

GLOSSARY OF TERMS

Art and Culture are used interchangeably in this plan, reinforcing the belief that the creative expressions of all segments of the community and all disciplines are equal in stature and worth.

Artists spaces, or Arts spaces, means any space in which art is created, performed, or exhibited. Artists spaces include, among others, studios, rehearsal halls, theaters, concert halls, exhibition spaces, live/work spaces, galleries, museums, as well as educational and administrative facilities.

Arts community includes the broad spectrum of artists, arts organizations, arts supporters, patrons, and audiences, which together represent San Francisco's interest and achievement in the arts.

Arts education in the Plan includes opportunities for individuals of all ages and backgrounds to learn about, participate in, and enjoy the arts of all disciplines and cultures.

Arts Service Organizations are membership organizations which provide information, technical assistance and educational programs for their constituents, often within a single arts discipline. Services may also include arts presenting, re-granting, and publications.

City of San Francisco or the City refers to the local government and its agencies and commissions, which govern the City and County of San Francisco.

Economic development includes policies, programs, and practices designed to increase and enhance the economy of San Francisco.

A Goal in this Plan is a broad statement of desire under which Objectives, which are measurable statements of intent, are organized. Under each Objective are Policies, which are guiding principles, followed by Recommendations, concrete actions which can be taken to implement policies.

Institution is an arts organization distinguished by budget size (generally $1 million+), artistic and administrative stability, public recognition, and development of a loyal audience and market.

Live/work refers to those spaces in which artists both live and work, governed by the Live/Work ordinances of the City of San Francisco.

Master Plan is the document which, through its stated goals, objectives and policies, guides the land use and zoning decisions of the City and County of San Francisco.

Multicultural arts organization means an organization "based within an ethnic minority community, as reflected in its staff, board of directors, audiences, and content of artistic programming. Multicultural applicants are defined as being deeply rooted in and reflective of an ethnic community, such as a Black, Latino, Asian, Pacific Islander or Native American community." (California Arts Council, Multicultural Advancement Program Guidelines, 1986)

The Nonprofit Arts includes those organizations dedicated to the creation or presentation of art which are incorporated as not-for-profit organizations in the State of California and are determined to be not-for-profit by the federal government under Section 501(c)(3) of the Internal Revenue Code.

State/Local Partnership is a program of the San Francisco Arts Commission, created with the responsibility for cultural planning and acting as a resource to San Francisco's arts community.

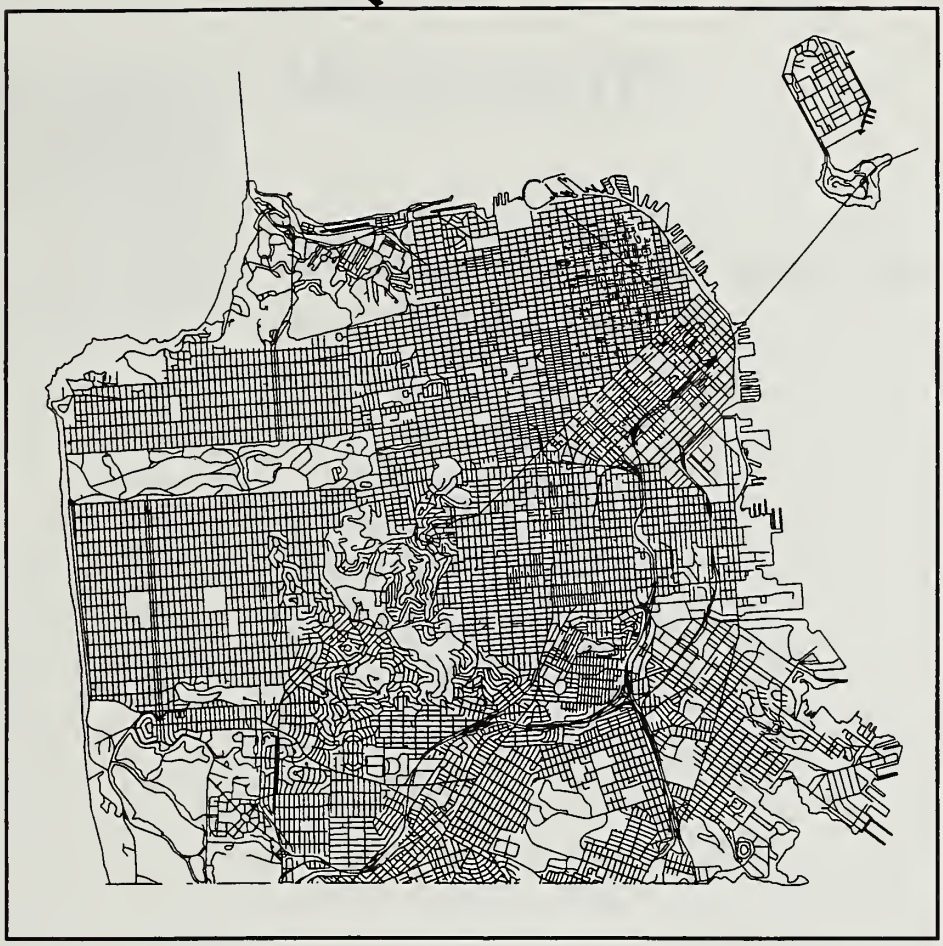
APPENDIX

In 1987, City support for the arts also included $1,185,314 for the Asian Art Museum; $59,993 to the Commission on Aging for the Mt. Zion Artworks program which offers weekly visits to home-bound clients by a staff of professional artists and $45,620 for the Pleasure Endeavors program which provides participatory arts services to residents in long-term care facilities, as well as other services; $4,244,000 to the Fine Arts Museums, of which $759,000 was for capital improvements; $41,839 to the Office of the Mayor, Motion Picture Coordinator; $115,839 to the Public Library for its Children's Services Programs, which includes performances, arts and crafts, puppet shows, reading and singing aloud programs, and films, festivals, and videos and $37,919 for its Adult Services Program which offers films, lectures, music, videos, author and artist receptions, and poetry and play readings; $1,714,918 to the Cultural Division of the Recreation and Park Department for a variety of recreational/cultural programs; $482,490 to the Arts Commission for the Neighborhood Arts Program which provides start-up funds, technical assistance, and support services for neighborhood-based arts organizations, and operates four cultural centers, $58,000 for the care and maintenance of the City's art collection,$13,932 for the annual arts festival, $482,064 from property taxes for the annual POPS Symphony concerts, $80,283 for the Art Commission Gallery, and $288,637 for administration; and $4,364,490 for the War memorial and Performing Arts Center, of which 66.4% comes from the Hotel Tax Fund, for construction, administration, and operation of War Memorial and Performing Arts Center buildings and grounds.



Arts Element Logo Artist: Peter Almeida

AIR QUALITY



AN ELEMENT OF THE GENERAL PLAN OF THE
CITY AND COUNTY OF SAN FRANCISCO

Planning Department of the City and County of San Francisco
Adopted July 1997



AIR QUALITY

AN ELEMENT OF THE GENERAL PLAN OF THE CITYAND
COUNTY OF SAN FRANCISCO

PLANNING DEPARTMENT
CITY AND COUNTY OF SAN FRANCISCO
July 1997

AIR QUALITY ELEMENT

The Air Quality Element was adopted by Planning Commission Resolution 14421 on July 17, 1997 and approved by Board of Supervisors Resolution 856-97 on September 15, 1997.

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SUMMARY OF OBJECTIVES AND POLICIES

OBJECTIVE 1

ADHERE TO STATE AND FEDERAL AIR QUALITY STANDARDS AND REGIONAL PROGRAMS.

POLICY 1.1

Cooperate with regional agencies to promote air quality improvement in San Francisco which, in turn, will contribute to air quality improvements at the regional level.

POLICY 1.2

Adhere to State and Federal air quality standards in the future through sustained efforts and continued budgetary resources.

POLICY 1.3

Support and encourage implementation of stationary control measures established by the State.

OBJECTIVE 2

REDUCE MOBILE SOURCES OF AIR POLLUTION THROUGH IMPLEMENTATION OF THE TRANSPORTATION ELEMENT OF THE GENERAL PLAN

References to Objectives and Policies of the Transportation Element

Congestion Management

Transportation Demand Management

Parking Management and Citywide Parking

Additional Related Objectives and Policies of the General Plan

References to Objectives and Policies of the Recreation and Open Space Element

References to Objectives and Policies of the Environmental Protection Element

OBJECTIVE 3

DECREASE THE AIR QUALITY IMPACTS OF DEVELOPMENT BY COORDINATION OF LAND USE AND TRANSPORTATION DECISIONS.

POLICY 3.1

Take advantage of the high density development in San Francisco to improve the transit infrastructure and also encourage high density and compact development where an extensive transportation infrastructure exists.

POLICY 3.2

Encourage mixed land use development near transit lines and provide retail and other types of service oriented uses within walking distance to minimize automobile dependent development.

Additional Related Objectives and Policies of the General Plan

References to Objectives and Policies of the Commerce and Industry Element

POLICY 3.3

Continue existing city policies that require housing development in conjunction with office development and expand this requirement to other types of commercial developments.

POLICY 3.4

Continue past efforts and existing policies to promote new residential development in and close to the downtown area and other centers of employment, to reduce the number of auto commute trips to the city and to improve the housing/job balance within the city.

POLICY 3.5

Continue existing growth management policies in the city and give consideration to the overall air quality impacts of new development including its impact on the local and regional transportation system in the permit review process. Ensure that growth will not outpace improvements to transit or the circulation system.

POLICY 3.6

Link land use decision making policies to the availability of transit and consider the impacts of these policies on the local and regional transportation system.

POLICY 3.7

Exercise air quality modeling in building design for sensitive land uses such as residential developments that are located near the sources of pollution such as freeways and industries.

POLICY 3.8

Promote the development of non-polluting industries and insist on compliance with established industrial emission control regulations by existing industries.

POLICY 3.9

Encourage and require planting of trees in conjunction with new development to enhance pedestrian environment and select species of trees that optimize achievement of air quality goals.

POLICY 3.10

Continue and expand existing efforts to monitor odors that are a public nuisance and are generated by fast food outlets, restaurants, coffee rosteries and other food production establishments.

Additional Related Objectives and Policies of the General Plan

References to Objectives and Policies of the Transportation Element

References to Objectives and Policies of the Residence Element

Supply of New Housing

Neighborhood Environment

OBJECTIVE 4

IMPROVE AIR QUALITY BY INCREASING PUBLIC AWARENESS REGARDING THE NEGATIVE HEALTH EFFECTS OF POLLUTANTS GENERATED BY STATIONARY AND MOBILE SOURCES.

POLICY 4.1

Increase awareness and educate the public about negative health effects of pollution caused by mobile sources.

POLICY 4.2

Educate the public about air polluting household consumer products and activities that generate air pollution. Increase public awareness about the environmental costs of using these products and activities.

POLICY 4.3

Minimize exposure of San Francisco's population, especially children and the elderly, to air pollutants.

OBJECTIVE 5

MINIMIZE PARTICULATE MATTER EMISSIONS FROM ROAD AND CONSTRUCTION SITES.

POLICY 5.1

Continue policies to minimize particulate matter emissions during road and building construction and demolition.

POLICY 5.2

Encourage the use of building and other construction materials and methods which generate minimum amounts of particulate matter during construction as well as demolition.

OBJECTIVE 6

LINK THE POSITIVE EFFECTS OF ENERGY CONSERVATION AND WASTE MANAGEMENT TO EMISSION REDUCTIONS.

POLICY 6.1

Encourage emission reduction through energy conservation to improve air quality.

POLICY 6.2

Encourage recycling to reduce emissions from manufacturing of new materials in San Francisco and the region.

POLICY 6.3

Encourage energy conservation through retrofitting of existing facilities.

POLICY 6.4

Retain and upgrade the current network of trolley buses and, where feasible, replace diesel buses with buses powered by electricity or retrofit these buses to create less pollutants.

POLICY 6.5

Require energy efficient, low polluting fireplace inserts, and wood stoves in all new residential development.

Additional Related Objectives and Policies of the General Plan

References to Objectives and Policies of the Environmental Protection Element

AIR QUALITY

INTRODUCTION



In spite of population and employment growth over the past 30 years air quality in the San Francisco Bay Area has improved substantially. Improvements to air quality are largely due to cleaner burning automobile engines and fuels that emit fewer pollutants. Tighter regulatory controls imposed on industrial and related sources of air pollutants have also contributed to air quality improvements in the region.

Despite great improvements in air quality, the San Francisco Bay Area still sometimes experiences unacceptable levels of the air pollutants carbon monoxide, ozone and particulate matter. The region is in compliance with federal and State of California (State) standards for other major air pollutants.

San Francisco has not experienced exceedances of carbon monoxide or ozone standards in recent years. The Bay Area Air Quality Management District (BAAQMD or the Air District) recognizes the leadership of San Francisco in promoting clean air as reflected in terms of the city's population density and transportation system. However, San Francisco contributes to air quality problems in the Bay Area air basin. Due to low summer temperatures, ozone precursors in San Francisco do not result in ozone formation. Nevertheless, westerly winds transport ozone precursors and other pollutants to the northeast and especially to the southeast regions of the Bay Area where air quality standards are sometimes exceeded. The San Francisco Bay Area air basin consists of nine counties. Exceedance of air quality standards in any county of the nine counties would result in violation of air quality standards in the air basin.

Since emission from automobile tailpipes is the major source of air pollution in the Bay Area, the considerable number of San Francisco visitors and commuters

who drive to the city contribute to air pollution. It appears that, based on the projections of the Association of Bay Area Government (ABAG), employment in San Francisco will continue to increase at a faster rate than its residential population. New office development and other types of land uses will create new job opportunities that will attract employees from the region. This will result in more commute trips which could result in greater air pollution, especially if these trips are made by single occupant automobiles.

The nine counties of the Bay Area currently violate State air quality standards for ozone and State and federal air quality standards for particulate matter. Until recently the Bay Area exceeded federal air quality standards for carbon monoxide as well as ozone. The Bay Area has recently attained compliance status for ozone under the federal designation and has achieved compliance with State and federal air quality standards for carbon monoxide.

Exposure to air pollutants represents a health risk to everyone living in the Bay Area, particularly children, the elderly and people with respiratory problems. In addition to health problems, poor air quality can also pose a threat to the economic growth of the region, due to perceived degradation of the environment and potential government-imposed sanctions against non-attainment areas. Recent federal and State regulations have tied funding of new transportation projects to air quality improvements in the affected air districts. Failure to achieve these standards can result in the loss of funding for new transportation projects and programs.

Under the California Clean Air Act, cities and counties in the Bay Area are required to take all feasible control measures to improve air quality in the region. The development of the Air Quality Element of the General Plan is one of the steps taken by the City and County of San Francisco to improve air quality and to achieve and maintain compliance with State and federal air quality standards in the Bay Area.

THE NEED FOR PLANNING FOR CLEAN AIR

The goal of clean air planning is to reduce the level of pollutants in the air, to protect and improve public health, welfare and quality of life of the citizens of San Francisco and the residents of the metropolitan region. Opportunities for economic growth in the area can also be enhanced through implementation of transportation, land use and other policies in harmony with clean air goals.

Air quality standards are designed to achieve the following:

- to protect the most sensitive members of the population from chronic and acute health effects, particularly the causation or aggravation of chronic cardiorespiratory diseases including bronchitis, emphysema, asthma and restrictive ventilatory disease;
- to protect the population at large from adverse though often transitory effects, including irritation of eyes and respiratory tract, headaches, chest pains and coughing, unpleasant odors, and impaired visibility; and
- to protect against damage to agricultural crops and landscape plants, and materials, such as building surfaces.

Excessive amounts of pollutants in the air can be the cause of serious health problems especially for children, seniors and people with heart and lung diseases. The most common health impacts of air pollutants are impaired respiratory function and cardiac stress. Savings in health care costs associated with air quality improvements are substantial.

Certain air pollutants also contribute to depletion of the beneficial stratospheric ozone layer in the upper atmosphere. Some air pollutants cause acid rain and global warming. Man-made materials can also be damaged by air pollutants. Metal deterioration, paint erosion, damage to surfaces such as glass, concrete, brick and tile can occur with high levels of pollutants in the air.

The majority of air pollutants in the Bay Area are generated on congested roadways from vehicle emissions (referred to as mobile sources of air pollution). Industry and other sources of non-mobile (stationary) pollutants contribute relatively less to most of the air quality problems in the Bay Area. Stationary sources of air pollution have generally been regulated by the BAAQMD in the past and new restrictions have been imposed under recent laws. In order to achieve further air quality improvements, cities, counties and regional agencies especially need to focus their efforts on the reduction of pollutant emissions from mobile sources. Reducing the number of automobiles on roadways and vehicle miles traveled will result in air quality improvements as well as less congestion on the roadways and other benefits.

Poor air quality can be a serious threat to the economic growth of San Francisco and the region. State and federal legislation has tied funding of transportation projects to air quality improvements and congestion reduction. The Environmental Protection Agency's (EPA) penalties on non-attainment areas or air districts that exceed federal air quality standards and moratoria on new industrial and highway facilities that generate air pollution can threaten the economic growth of the region. Poor air quality can limit the growth of industries and can make cities less desirable to live and work in.



Improved air quality has indirect benefits in terms of energy conservation. Reduction in vehicles mile traveled will result in reduced fuel consumption. Electric cars and trolleys do not generate tailpipe pollution and even natural gas used in the Bay Area to generate electricity for electric automobiles would create much less pollution than the gasoline burned in internal combustion engines.

Land use planning and transportation planning and policies have direct implications on air quality in a region. High density developments served by a transportation infrastructure that encourages the use of public transit and discourages the use of single occupant vehicles will contribute less to air quality problems compared to dispersed developments that are highly dependent on private automobiles. Transportation policies that encourage the use of transit and other alternative means of transportation such as bicycling and walking and discourage the use of private automobiles improve air quality.

In summary, implementation of land use and transportation policies can improve air quality which, in turn, results in health benefits and facilitates economic growth. Increased visibility because of clarity of the air is an additional benefit. Air quality improvements will result in energy conservation and preservation of building and other materials affected by air pollutants. Thus, improvement in air quality benefits our environment, health, living standards, and the economy.



THE PLAN

The Plan for air quality improvement is composed of six sections, each of which focuses on different aspects of air quality improvement efforts. The plan sections are (1) adherence to air quality standards, (2) improvements related to mobile sources, (3) land use planning, (4) public awareness, (5) reduction of dust, and (6) energy conservation.

Each of these sections consists of an objective and policies regarding air quality improvements related to emission reduction, linkages to other policy areas such as transportation, and to public education.

A separate document contains implementation actions. Implementation actions cite examples regarding how each policy can be implemented to achieve the objective under which it is described.



OBJECTIVES AND POLICIES

GOAL

Give high priority to air quality improvement in San Francisco to protect its population from adverse health and other impacts of air pollutants.

OBJECTIVE 1

ADHERE TO STATE AND FEDERAL AIR QUALITY STANDARDS AND REGIONAL PROGRAMS.

POLICY 1.1

Cooperate with regional agencies to promote air quality improvement in San Francisco which, in turn, will contribute to air quality improvements at the regional level.

Air pollutants tend to sprawl throughout the region and do not recognize municipal boundaries. Although San Francisco has not violated air quality standards in recent years, westerly winds carry the pollutants generated in the city to the eastern and southern areas of the region. Air quality improvement in the Bay Area requires the cooperation of all of the cities and counties in the air basin. Any improvement in the air quality in the city contributes to air quality improvements at the regional level. San Francisco should cooperate with regional agencies to implement all feasible programs developed to improve air quality at the regional level.

POLICY 1.2

Adhere to State and Federal air quality standards in the future through sustained efforts and continued budgetary resources.

Seasonal and daily meteorological conditions affect the formation of some pollutants in the ambient air. For example, the formation of ozone only occurs during warmer temperatures in the presence of ozone precursors and sunlight. Since weather conditions vary greatly in the Bay Area from one year to another, assuming the same level of air pollutants in the air, air quality standards can be achieved in one year, yet can be violated in a subsequent year.

Although San Francisco has not violated air quality standards in recent years, it contributes to the regional air quality problems. Maintaining and adhering to air quality standards will require ongoing efforts by all cities and counties in the Bay Area. The City of San Francisco should continue to undertake all necessary measures to assure adherence to air quality standards.

POLICY 1.3

Support and encourage implementation of stationary control measures established by the State.

Stationary sources refer to industrial or commercial activities that emit air pollutants into the atmosphere through fixed vents or stacks. The Air District is the State agency responsible for implementation of stationary control measures in the Bay Area. To encourage and ensure implementation of stationary sources control measures there needs to be better coordination between the City and State agencies to make sure that development of new stationary sources of pollution are reviewed and permitted for air quality impacts evaluation by the Air District.

OBJECTIVE 2

REDUCE MOBILE SOURCES OF AIR POLLUTION THROUGH IMPLEMENTATION OF THE TRANSPORTATION ELEMENT OF THE GENERAL PLAN

Mobile sources refer to motor vehicles that create air pollution when moving or operating.

The focus of the objectives and policies of the Transportation Element of the General Plan, updated in July of 1995, is to accommodate the transportation needs of the city by:



- reducing congestion on roadways;
- giving priority to public transit, as mandated by the "Transit First" policy;
- encouraging the use of modes of travel other than single occupant vehicles such as transit, carpooling, walking, and bicycling;
- managing the supply of parking in the downtown area.
- promoting coordination between land use and transportation to improve air quality; and

The objectives and policies of the Transportation Element listed below have direct implications on the Air Quality Element. These policies strive to reduce automobile trips and traffic congestion in the city and thereby improve air quality in the city and the region.

Congestion Management

Transportation Element

Objective 10- Policies 10.1-10.4

The objectives and policies under the Congestion Management Section of the Transportation Element focus on developing and employing methods of measuring the performance of the city's transportation system that respond to its multi-modal nature rather than conventional methods that focus on vehicle movements only.

These policies improve the performance of the existing transportation system and encourage the use of non-automobile modes of travel. By encouraging travel mode shifts from single occupant vehicles to transit and other modes, the number of vehicle trips in the city will be reduced and air quality improvement goals will be achieved.

Smoother flowing traffic generates less pollution than stop and go congestion. However, road and signalization improvements should be analyzed to assure that they do not induce increased traffic.

Transit First Policies

Transportation Element

Objective 11- Policies 11.1-11.4

The "Transit First" policies of the Transportation Element are aimed at improving overall mobility for all residents and visitors of the city by promoting the use of public transportation and by improving local and regional transit systems. These policies are intended to reduce the use of private automobiles within the city and the regional transportation system and will result in emission reduction and thereby improve air quality.

Transportation Demand Management

Transportation Element

Objective 12- Policies 12.1-12.8

Objective 13- Policies 13.1-13.3



The objectives and policies of this section of the Transportation Element are designed to meet the transportation needs of the city for work and non-work trips by facilitating and encouraging the use of transit and other alternatives modes of transportation such as bicycling and walking. These policies will contribute to air quality improvements by reducing pollution emissions from mobile sources.

Transportation System Management

Transportation Element

Objective 14- Policies 14.1-14.7

The policies of this section of the Transportation Element are structured to optimize and improve the efficiency of the use of existing transportation facilities. These policies will result in better operation of the transportation system and will reduce congestion which in turn will improve air quality.

Improved traffic operations generally encourage more people to drive. Caution should be used to minimize generation of additional motor vehicle traffic, which sometimes is the undesirable outcome of transportation improvement programs.

Parking Management and Citywide Parking

Transportation Element

Objective 7- Policies 7.1-7.3

Objective 16- Policies 16.1-16.6

Objective 17- Policies 17.1 and 17.2

Objective 30- Policies 30.1-30.7

Objective 31- Policies 31.1-31.3

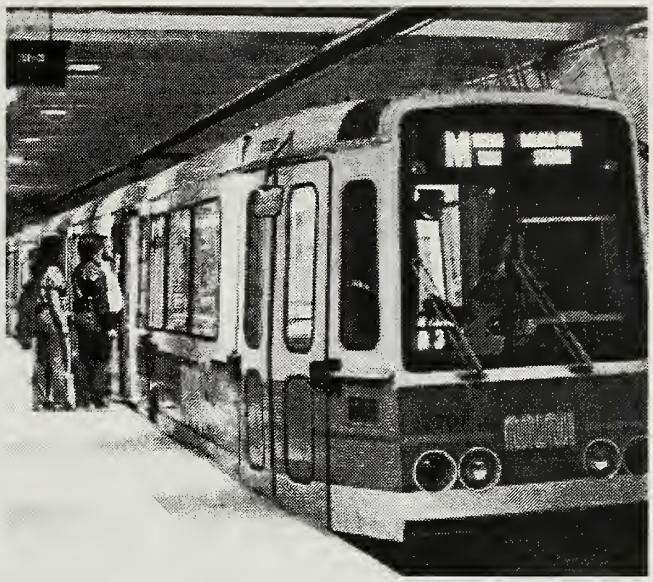
Objective 32- Policies 32.1-32.5

Objective 33- Policies 33.1 and 33.2

Objective 34- Policies 34.1-34.5

Objective 35- Policies 35.1 and 35.2

The policies listed under this section of the Transportation Element are aimed at discouraging automobiles in the city by limiting the amount of new long-term parking in the downtown area, by pricing strategies, and other measures to discourage commuter parking. Parking strategies can be a very powerful tool for limiting automobile use in the city which results in fewer pollutant emissions in the air.



Mass Transit

Transportation Element

Objective 20 - Policies 20.1-20.12

Objective 21- Policies 21.1-21.11

Objective 22- Policies 22.1-22.3

The objectives and policies of the Mass Transit section of the Transportation Element give priority to improving transit, aim at developing transit as the primary mode of access to centers of employment and activities, and encourage the development of privately operated transit systems that would complement the existing systems. An extensive and more efficient local and regional transit system will encourage a shift of travel mode from private automobiles to public transit which in turn will contribute to air quality improvements in the city and the region.



Pedestrian

Transportation Element

Objective 23- Policies 23.1-23.9

Objective 24- Policies 24.1-24.4

Objective 25- Policies 25.1-25.6

Objective 26- Policies 26.1-26.4

The objectives and policies of this section of the Transportation Element are aimed at facilitating pedestrian movements throughout the city by providing an inviting environment and an extensive walking network. Theses policies will encourage pedestrian activities and will reduce the number of private automobiles as the result of mode shift from automobiles to walking. Reductions in the number of on-road vehicles will improve air quality.

Bicycles

Transportation Element

Objective 9- Policies 9.1 and 9.2

Objective 27- Policies 27.1-27.10

Objective 28- Policies 28.1-28.4

Objective 29- Policies 29.1-29.4

The objectives and policies of the bicycle section of the Transportation Element promote the use of bicycles by providing safe, convenient, and pleasant environments for bicycle riders in the city. These policies will encourage travel mode shifts from private automobiles to bicycles and would result in fewer automobiles on the roadways and thereby will improve air quality.

Urban Goods Movement

Transportation Element

Objective 36- Policy 36.3

Objective 37- Policies 37.2-37.4

Objective 38- Policies 38.1 and 38.2

Objective 39- Policies 39.1-39.3

Objective 40- Policies 40.1-40.9

The objectives and policies of the Urban Goods Movement of the Transportation Element are aimed at facilitating the movement and delivery of freight throughout the city. These policies will result in improvement of traffic flow and therefore will improve air quality.

Additional Related Objectives and Policies from the Recreation and Open Space Element

Objective 1- Policy 3

Objective 2- Policies 4 and 8

These objective and policies aim at improving public transit service to parks and creating bike and hiking trails, discouraging the use of automobiles in and around public open spaces and developing a citywide trail system that would tie city parks and public open spaces. Implementation of these policies would result in fewer automobile trips in the city, and improved transit, pedestrian and bicycle access and thereby improve air quality in San Francisco.



Additional Related Objectives and Policies from the Environmental Protection Element

Objective 4- Policies 1 and 4

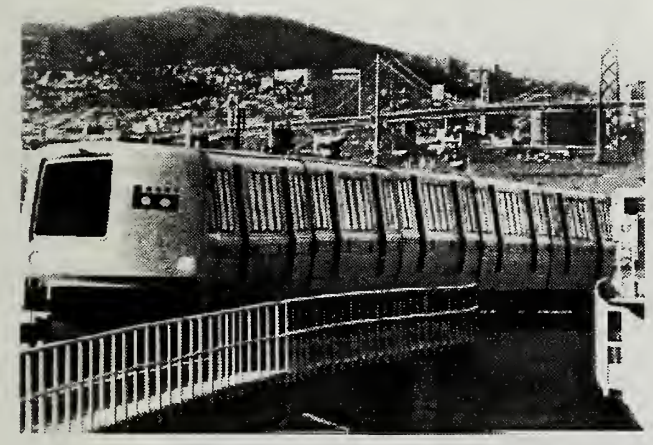
These policies call for compliance with air quality standards of the BAAQMD through monitoring sources of air pollution.

OBJECTIVE 3

DECREASE THE AIR QUALITY IMPACTS OF DEVELOPMENT BY COORDINATION OF LAND USE AND TRANSPORTATION DECISIONS.

POLICY 3.1

Take advantage of the high density development in San Francisco to improve the transit infrastructure and also encourage high density and compact development where an extensive transportation infrastructure exists.



High density development and a good transit system are the keys to successful urban planning. Development serviced by an efficient transit system allows for growth without increasing dependency on automobiles. The city already has a very dense downtown area and dense residential areas served by various transit modes. Dense development of downtown would have not been so successful if the development relied on automobiles. Currently the percentage of transit ridership in the city is very high. During the peak hours the city's transit system is operating close to current capacity.

To encourage increased transit ridership and to accommodate future growth, the city needs to improve its current transit system in terms of frequency of service and area coverage. Also, new infill development should be promoted around existing or proposed transit lines to reduce reliance on automobiles.

POLICY 3.2

Encourage mixed land use development near transit lines and provide retail and other types of service oriented uses within walking distance to minimize automobile dependent development.

Mixed land uses and pedestrian-friendly developments minimize automobile use. New designs should encourage sustainable communities where retail and other service oriented uses are within walking distance of residential areas and workplaces. These communities should also be close to transit lines to reduce vehicle work trips.

Additional Related Objective and Policies of the Commerce and Industry Element

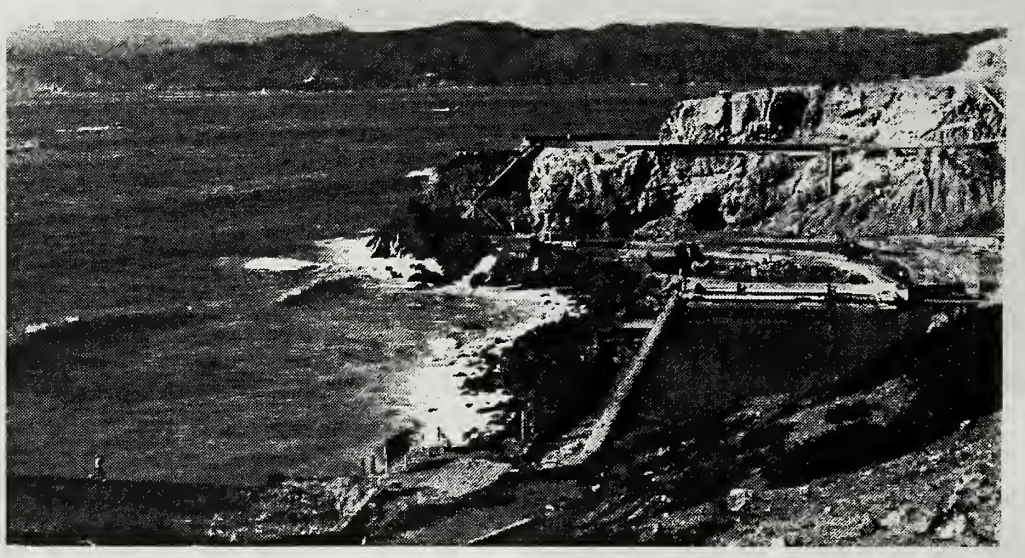
Objective 6- Policies 5 and 9

The policies under this section of the Commerce and Industry Element focus on allowing new commercial development in conjunction with new residential development and considering transportation capacity and regulating land uses to minimize transportation impacts. The negative traffic impacts of new development will be minimized if housing is provided in conjunction with commercial development where there is capacity for transit.

POLICY 3.3

Continue existing city policies that require housing development in conjunction with office development and expand this requirement to other types of commercial developments.





Providing housing in conjunction with new employment centers encourages living near work sites and therefore reduces auto commute trips to the city. In the past decade as the result of the housing requirement for new office development, many residential units have been built in the city. This requirement should be expanded to be applicable to other types of commercial development to respond to the housing needs of new developments within the city's boundaries.

POLICY 3.4

Continue past efforts and existing policies to promote new residential development in and close to the downtown area and other centers of employment, to reduce the number of auto commute trips to the city and to improve the housing/job balance within the city.

During the past two decades the city has encouraged housing near the financial district and as the result of this policy a substantial number of residential units have been built near the downtown area. Also, in the Neighborhood Commercial Districts provision of housing is encouraged. In these districts the maximum building envelope could be filled with residential development only.

The policies that provide housing near work sites should be maintained and expanded. To the extent possible, these policies should apply to all potential development sites for all types of uses that are likely to attract workers from outside the city. Incentives should be given to housing development in all aspects of the review and development process to encourage provision of housing in San Francisco.

POLICY 3.5

Continue existing growth management policies in the city and give consideration to the overall air quality impacts of new development including its impact on the local and regional transportation system in the permit review process. Ensure that growth will not outpace improvements to transit or the circulation system.

During the seventies and early eighties extensive new development occurred in the downtown area that impacted the transportation system of the city and the

region. Following that period various policies were established to control and manage growth. To ensure manageable growth in terms of the transportation impacts of new development, planning for growth and meeting the transportation needs of new development should be closely linked. The City needs to continue to implement and expand its current growth control and management policies so that new development will not impede the city's transportation and transit systems.

POLICY 3.6

Link land use decision making policies to the availability of transit and consider the impacts of these policies on the local and regional transportation system.

Land use decisions made in the city have direct implications on the transit and transportation system of the city and the region. Intensive development of the downtown area in the past two decades has considerably impacted the circulation and transit system of the city as well as the region. Land use designations and zoning should be tied directly to existing or proposed transit systems at the city and the regional level. Where compact development patterns are located, land use policies should encourage pedestrian and bicycle oriented sustainable communities

POLICY 3.7

Exercise air quality modeling in building design for sensitive land uses such as residential developments that are located near the sources of pollution such as freeways and industries.

Project review and approval in the City should consider air quality implications. Certain land uses such as some types of industrial uses and freeways generally emit air pollutants that could be hazardous to human health, particularly that of sensitive receptors such as children, elderly and people with respiratory diseases. When reviewing new housing projects or other land uses to be used by sensitive receptors, location of industrial sites or other sources of air pollution should be considered in the design of the building to orient the air intake of the building away from the sources of pollution. Conversely, future industrial and other air polluting development should consider the existence of sensitive receptors in the vicinity.

POLICY 3.8

Promote the development of non-polluting industries and insist on compliance with established industrial emission control regulations by existing industries.

Currently all air polluting industries are subject to permit requirements by the BAAQMD. However, the City should actively encourage the development and expansion of industries which do not add to the air pollution problem. The City should assist the Air District in enforcing compliance for the existing industries in the city that do not comply or in the past have violated industrial emission control regulations.

POLICY 3.9

Encourage and require planting of trees in conjunction with new development to enhance pedestrian environment and select species of trees that optimize achievement of air quality goals.

Planting trees on sidewalks and open areas enhances the pedestrian environment and thus promotes walking. Some trees generate more pollutants and ozone precursors than other trees.

POLICY 3.10

Continue and expand existing efforts to monitor odors that are a public nuisance and are generated by fast food outlets, restaurants, coffee rosteries and other food production establishments.

Restaurant are not currently regulated under the BAAQMD. However, the BAAQMD has procedures set up to respond to complaints from the restaurants and other eating establishments that generate odors. These types of complaints are filed under the nuisance violations and the Air District's inspectors are generally send to the site for observations and testing.



Additional Applicable Objectives and Policies of the Transportation Element

Objective 2- Policies 2.1, 2.2, 2.4, 2.5 and 2.6

The policies under Objective 2 of the Transportation Element promote using the transportation system as the means for guiding development in the city. The policies aim at using transit and other transportation improvements in the city and the region as the catalyst for desirable development. Designing transit oriented communities would not have the negative air quality impacts of new automobile oriented developments.

Additional Applicable Objectives and Policies of the Residence Element

Supply of New Housing

Objective 1- Policies 1, 3, 4, 5, 7 and 8.

Objective 2- Policies 2 and 3 .

Objective 3- Policies 1, 2, 3, 6 and 7.

The objectives and policies of this section of the Residential Element are aimed at retaining existing housing units, providing new housing to meet the housing demand created by employment growth, and increasing the supply of housing in San Francisco. Provision of new housing, particularly near employment centers reduce commute trips and improve air quality.

Neighborhood Environment

Objective 12- Policies 1 and 2.

The objective and policies of the Residential Element of the General Plan propose provision of adequate public improvements and appropriate neighborhood serving commercial activities in residential areas. By providing an improved neighborhood environment in combination with neighborhood oriented services within walking distance, pedestrian activities as a substitute for vehicle travel are encouraged and as a result fewer trips are made by automobiles and therefore air quality is improved.

OBJECTIVE 4

IMPROVE AIR QUALITY BY INCREASING PUBLIC AWARENESS REGARDING THE NEGATIVE HEALTH EFFECTS OF POLLUTANTS GENERATED BY STATIONARY AND MOBILE SOURCES.

POLICY 4.1

Increase awareness and educate the public about negative health effects of pollution caused by mobile sources.

Through dissemination of information and educational programs, the City should increase public awareness about the mobile sources of air pollutants and their negative health effects. These programs should educate the public about how to reduce air pollutant emissions from automobile exhaust by trip linking (going to

several destinations in a single trip), using public transit, walking and bicycling as alternatives to the single-occupant vehicle.

POLICY 4.2

Educate the public about air polluting household consumer products and activities that generate air pollution. Increase public awareness about the environmental costs of using these products and activities.

Some household consumer products such hair sprays and aerosol products produce air pollutants that can deplete the stratospheric ozone layer. These products are not regulated by the State. Public awareness through educational programs about the negative environmental impacts, the true cost in terms air quality impacts and disposal charges will help diminish the use of these products.

During hot summer days air quality standards, especially ozone standards, are likely to be exceeded in the Bay Area. The Air District issues warning about these days called "Spare the Air Day", which encourage people to curtail air polluting activities. Educating the public to observe these days and postpone activities such as using gas power lawn mowers or barbecuing will diminish the emission of pollutants during these days.

POLICY 4.3

Minimize exposure of San Francisco's population, especially children and the elderly, to air pollutants.

Children and elderly people are the population groups who are most susceptible and sensitive to air pollution in the ambient air. Through educational programs public awareness needs to be increased to particularly protect children and elderly people from exposure to air pollutants.



OBJECTIVE 5

MINIMIZE PARTICULATE MATTER EMISSIONS FROM ROAD AND CONSTRUCTION SITES.

POLICY 5.1

Continue policies to minimize particulate matter emissions during road and building construction and demolition.

Spraying sites with water or other dust inhibitors during demolition, grading, and new construction is recommended by the BAAQMD. The San Francisco Building Code also requires reduction in the amount of airborne dust from building materials during the demolition process. For excavation and construction projects spraying conditions are normally components of conditions of approval prior to issuance of building permits. Also, much of the building industry observes practices to spray sites regardless of Code or other regulation requirements. The City needs to maintain and continue to implement its current policies regulating spraying of sites for all activities that generate particulate matter emission in the ambient air. Other controls that reduce dust dispersion in the air are:



- covering dirt piles,
- paving of roads, driveways, parking areas and lots,
- limiting of dusty work on windy days, and
- screening of demolition and construction sites.

POLICY 5.2

Encourage the use of building and other construction materials and methods which generate minimum amounts of particulate matter during construction as well as demolition.

Some building materials generate more particulate matter during the construction process. To improve air quality, the City should discourage the use of construction and building material that generate excessive amounts of particulate matter in the air especially during windy days.

OBJECTIVE 6

LINK THE POSITIVE EFFECTS OF ENERGY CONSERVATION AND WASTE MANAGEMENT TO EMISSION REDUCTIONS.

POLICY 6.1

Encourage emission reduction through energy conservation to improve air quality.

Any form of energy consumption ranging from using electricity to operating an automobile uses energy which, in the process of generation or consumption, usually creates some air pollution. Encouraging conservation of energy facilitates improvements in air quality.

POLICY 6.2

Encourage recycling to reduce emissions from manufacturing of new materials in San Francisco and the region.

Recycling reduces the use of new materials that during their production process use energy therefore increasing overall air pollution. Currently under the City's solid waste management program a considerable amount of solid waste is being recycled. About half of the solid waste generated in the city is planned to be recycled by the year 2000.

Through the Solid Waste Management Program, the City oversees the activities of the garbage collection companies, hazardous waste management and recycling programs. This program provides assistance and educational programs on recycling to businesses and other entities. This program also encourages reduction in the disposal of hazardous waste and provides educational programs to the public on these issues.

POLICY 6.3

Encourage energy conservation through retrofitting of existing facilities.

Existing older commercial and residential facilities in the city do not comply with recent energy conservation standards. These facilities waste a considerable amount of energy that produce air pollution in the process. Generation of any kind of energy used in these facili-

ties produces air pollution. Existing facilities should be encouraged to retrofit to minimize the use of energy. Energy conservation in these facilities will result into air quality improvements.

POLICY 6.4

Retain and upgrade the current network of trolley buses and, where feasible, replace diesel buses with buses powered by electricity or retrofit these buses to create less pollutants.

Diesel fuel in older motor vehicles creates a considerable amount of air pollution including fine particulate matter (PMT10) and therefore contributes to air quality problems in the Bay Area. Diesel buses should be replaced by electric buses or other low or zero emission power sources where feasible, or they should be retrofitted to create less pollutants.

POLICY 6.5

Require energy efficient, low polluting fireplace inserts, and wood stoves in all new residential development.

Additional Related Objectives and Policies from the Environmental Protection Element

Objective 12- Policies 1-4

Objective 13- Policies 1-6

Objective 14- Policies 1-5

Objective 15- Policies 1-6

Objective 16- Policies 1-3

Objective 17- Policies 1-3

Objective 18- Policies 1-3

The objectives and policies of the Environmental Protection Element of the General Plan listed above aim at conserving energy through increasing energy efficiency of public and private activities within the city. These objectives and policies are designed to enhance energy efficiency of housing in San Francisco, to promote effective energy management of commercial and industrial facilities, to increase energy efficiency of transportation, and to promote the use of renewable energy sources.

Ext. Case
Tabs
2